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LEGISLATIVE HISTORY

Public Law 586--79th Congress

Chapter 725--2d Session

S. 619

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DIGEST OF PUBLIC LAW 586

VOCATIONAL EDUCATION ACT OF 1946. Authorizes annual appropriations as follows to the Office of Education for payment to States on a matching basis: \$10,000,000 for vocational education in agriculture, including supervision of Future Farmers of America and New Farmers of America; \$8,000,000 for vocational education in home economics; \$8,000,000 for vocational education in trades and industry; and \$2,500,000 for vocational education in distributive occupations.

INDEX AND SUMMARY OF HISTORY ON S. 619

February 26, 1945	S. 619 introduced by Senator George and others and was referred to the Senate Committee on Education and Labor. Print of the bill as introduced.
April 30, 1945	Hearings: Senate, S. 619.
June 26, 1946	Senate Committee reported S. 619 with amendments. Senate Report 1588. Print of the bill as reported.
July 5, 1946	S. 619 was debated in the Senate and passed as reported.
July 8, 1946	S. 619 was referred to the House Committee on Education. Print of the bill as referred.
July 24, 1946	House Committee reported S. 619 with amendments. House Report 2658. Print of the bill as reported.
July 26, 1946	S. 619 was debated in the House and passed as reported.
July 27, 1946	Senate concurred in the House amendments.
August 1, 1946	Approved. Public Law 586.

79TH CONGRESS
1ST SESSION

S. 619

IN THE SENATE OF THE UNITED STATES

FEBRUARY 26, 1945

MR. GEORGE (for himself, Mr. THOMAS of Utah, Mr. HILL, Mr. LA FOLLETTE, Mr. AIKEN, and Mr. ELLENDER) introduced the following bill; which was read twice and referred to the Committee on Education and Labor

A BILL

To provide vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That for the purpose of providing vocational education and
4 retraining, including part-time training and work-experience
5 programs for the occupational adjustment and readjustment
6 of youth and adults, including persons demobilized from

1 essential war work or from the armed services, in order that
2 individuals and the Nation may attain economic stability
3 and security, there is hereby authorized to be appropriated
4 for the fiscal year beginning July 1, 1945, and annually there-
5 after, the sum of \$97,500,000: *Provided*, That the several
6 States and Territories shall not be required to match by
7 State or local funds or both the appropriation authorized
8 under the provisions of this section for two years after
9 the President shall have declared the emergency due to
10 the war to have ceased, or one year after Congress by
11 concurrent resolution shall have so declared, but thereafter
12 each State and Territory shall be required to match by
13 State or local funds, or both, 25 per centum of the appro-
14 priations authorized under this section: *Provided further*,
15 That in order to secure the benefits of the appropriation
16 for any purpose specified in this Act, the State board for
17 vocational education shall prepare plans, showing the kinds
18 of vocational education for which it is proposed that the
19 appropriation shall be used; the kinds of schools and equip-
20 ment; courses of study; methods of instruction; qualification
21 of teachers, teacher-trainers, supervisors, and directors; plans
22 for the training of teachers; plans for the supervision of
23 training; plans for the administration of the program of
24 vocational education; plans for educational research in the
25 field of vocational education; and plans for representative

1 advisory committees. That such plans shall be submitted
2 by the State board for vocational education to the United
3 States Office of Education and if the United States Office
4 of Education finds the same to be in conformity with the
5 provisions and purposes of this Act, the same shall be ap-
6 proved. That the State board for vocational education shall
7 make an annual report to the United States Office of Edu-
8 cation, on or before September 1 of each year, on the work
9 in the State and the receipts and expenditures of money
10 under the provisions of this Act: *Provided further*, That
11 the several State boards for vocational education shall ap-
12 point a State director of vocational education, who shall be
13 a full-time employee of the State board for vocational edu-
14 cation, and be qualified by education, training, and adequate
15 supervisory experience in one of the major fields of
16 vocational education.

17 (a) Twenty-four million dollars of the sum authorized
18 for each fiscal year shall be allotted to the States and
19 Territories in the proportion that their total population bears
20 to the total population of the United States and Territories,
21 according to the United States census last preceding the
22 end of the fiscal year in which any such allotment is made,
23 and shall be used for the planning, developing, and operat-
24 ing of area schools organized according to the provisions
25 of the State plan for vocational education, for the purpose

1 of conducting vocational education of less than college grade.
2 Such development and operation of area schools may be
3 held to include—

4 (1) salaries and necessary travel expenses of
5 teachers, supervisors, and directors of vocational train-
6 ing programs of less than college grade operated in, or
7 under the auspices of, such area schools;

8 (2) purchase, rental, or other acquisition of train-
9 ing equipment;

10 (3) instructional supplies;

11 (4) maintenance of plant and equipment;

12 (5) transportation of students attending such
13 schools: *Provided*, That each State plan shall include
14 provisions for an adequate program of vocational train-
15 ing for out-of-school youth and adults: *Provided further*,
16 That not to exceed 10 per centum of this amount may
17 be used annually for the purchase or acquisition of
18 equipment after the fiscal year ending June 30, 1950.

19 (b) Twenty-three million dollars of the sum authorized
20 to be appropriated each year shall be allotted to the States
21 and Territories in the proportion that their farm population
22 bears to the total farm population of the United States and
23 Territories, according to the United States census last pre-
24 ceding the end of the fiscal year in which any such allotment
25 is made, and shall be used for the salaries and necessary

1 traveling expenses of teachers, teacher-trainers, supervisors,
2 and directors of agricultural subjects, including training in
3 farm mechanics, related rural-service occupations, produc-
4 tion and conservation of food for family use, other farm
5 vocational educational service programs, and activities of
6 the Future Farmers of America and New Farmers of Amer-
7 ica; and for assisting States in the maintenance of an ade-
8 quate program of administration, supervision, teacher-training
9 and educational research in the field of vocational education
10 in agriculture, and costs for other services necessary to the
11 operation of an efficient agricultural education program; and
12 for equipment for agricultural instruction, including farm
13 mechanics, related farm occupations, production and conser-
14 vation of food for family use, and other farm vocational
15 educational service facilities in each of the States and Terri-
16 tories, in accordance with the State plan submitted to and
17 approved by the United States Office of Education by the
18 several State boards for vocational education in the several
19 States and Territories: *Provided*, That each State plan shall
20 include provisions for an adequate program of vocational
21 training for out-of-school youth and adults and persons re-
22 turning to farms from the armed services and war industries:
23 *Provided further*, That not to exceed 10 per centum of this
24 amount may be used annually for the purchase or acquisition
25 of equipment after the fiscal year ending June 30, 1950.

1 (c) Sixteen million dollars of the sum authorized to be
2 appropriated each year shall be allotted to the States and
3 Territories in the proportion that their rural population
4 bears to the total rural population of the United States and
5 Territories, according to the United States census last pre-
6 ceding the end of the fiscal year in which any such allot-
7 ment is made, and shall be available for use in both urban
8 and rural communities for the salaries and necessary travel
9 expenses of teachers, teacher-trainers, supervisors, and direc-
10 tors of home-economics subjects, including training in home-
11 making for young people whose homemaking experiences
12 have been interrupted by the war, and for women return-
13 ing from the armed services and war industries, in conserva-
14 tion of food and other family resources, and in occupations
15 related to homemaking involving home-economics informa-
16 tion and skills; and for assisting States in the maintenance
17 of an adequate program of administration, supervision,
18 teacher-training and educational research in the field of
19 vocational home economics, and cost of other educational
20 services necessary to the operation of an efficient home-
21 economics education program; and to purchase, rent, or
22 otherwise acquire equipment to be used for training pur-
23 poses only for such home-economics instructions in such
24 States and Territories, in accordance with the approved
25 State plan for vocational education: *Provided*, That such

1 State plan shall include adequate provisions for programs of
2 vocational training for out-of-school youth and for adults:
3 *Provided further*, That not to exceed 10 per centum of this
4 amount may be used annually for the purchase or acquisition
5 of equipment after the fiscal year ending June 30, 1950.

6 (d) Sixteen million dollars of the total sum authorized
7 to be appropriated each year shall be allotted to the States
8 and Territories in the proportion that their nonfarm popula-
9 tion bears to the total nonfarm population of the United
10 States and Territories, according to the United States census
11 last preceding the end of the fiscal year in which any such
12 allotment is made, and shall be used for the salaries and
13 necessary travel expenses of teachers, teacher-trainers, super-
14 visors, and directors of trade and industrial subjects, and
15 for assisting States in the maintenance of an adequate pro-
16 gram of administration, supervision, teacher-training and
17 educational research in the field of vocational education in
18 trades and industries, and costs for other services necessary
19 to the operation of an efficient trade and industrial education
20 program, and to purchase, rent, or otherwise acquire equip-
21 ment to be used for training purposes only for such trade
22 and industrial instruction in such States and Territories in
23 accordance with the approved State plan for vocational
24 education: *Provided*, That not to exceed 10 per centum of
25 this amount may be used annually for the purchase or acqui-

1 sition of equipment after the fiscal year ending June 30,
2 1950: *Provided further*, That each State plan shall include
3 provisions for an adequate program of vocational training,
4 including apprentice training or part-time training and work-
5 experience programs, for out-of-school youth and for adults.

6 (e) Four million dollars of the sum authorized to be
7 appropriated each year shall be allotted to the States and
8 Territories in the proportion that their total population bears
9 to the total population of the United States and Territories,
10 according to the United States census last preceding the end
11 of the fiscal year in which any such allotment is made, and
12 shall be used for the salaries and necessary travel expenses
13 of vocational counselors, teacher-trainers, supervisors, and
14 directors of State and local vocational programs of occupa-
15 tional information and guidance for youth and adults, and
16 for the training of such vocational counselors, supervisors,
17 and directors, and to purchase equipment necessary for such
18 programs in accordance with the approved State plan for
19 vocational education; and for assisting States in the mainte-
20 nance of an adequate program of administration, super-
21 vision, teacher-training and educational research in the field
22 of occupational information and guidance, and costs of other
23 services necessary to the operation of an efficient occupa-
24 tional information and guidance program: *Provided*, That
25 not to exceed 10 per centum of this amount may be used

1 annually for the purchase or acquisition of equipment after
2 the fiscal year ending June 30, 1950.

3 (f) Two million dollars of the sum authorized to be
4 appropriated each year shall be allotted to the States and
5 Territories in the proportion that their total population
6 bears to the total population of the United States and Terri-
7 tories, according to the United States census last preceding
8 the end of the fiscal year in which any such allotment is
9 made, and shall be used for salaries and necessary travel
10 expenses of teachers, teacher-trainers, supervisors, and di-
11 rectors of vocational training for public-service occupations,
12 and for assisting States in the maintenance of an adequate
13 program of administration, supervision, teacher-training and
14 educational research in the field of vocational training in
15 public-service occupations, and costs of other services neces-
16 sary to the operation of an efficient public-service-occupations
17 program, and to purchase, rent, or otherwise acquire equip-
18 ment to be used for training purposes only for such instruc-
19 tion in such States and Territories, in accordance with the
20 approved State plan for vocational education: *Provided*, That
21 not to exceed 10 per centum of this amount may be used
22 annually for the purchase or acquisition of equipment after
23 the fiscal year ending June 30, 1950.

24 (g) Seven million dollars of the sum authorized to be

1 appropriated each year shall be allotted to the States and
2 Territories in the proportion that their total population bears
3 to the total population of the United States and Territories,
4 according to the United States census last preceding the
5 end of the fiscal year in which any such allotment is made,
6 and shall be used for the salaries and necessary travel
7 expenses of teachers, teacher-trainers, supervisors, and
8 directors of distributive occupational subjects, and for assist-
9 ing States in the maintenance of an adequate program of
10 administration, supervision, teacher-training and educational
11 research in the field of distributive education, and costs of
12 other services necessary to the operation of an efficient dis-
13 tributive occupations program, and to purchase, rent, or
14 otherwise acquire equipment to be used for training pur-
15 poses only for such distributive occupational subjects in-
16 struction in such States and Territories in accordance with
17 the approved State plan for vocational education: *Provided*,
18 That not to exceed 10 per centum of this amount may be
19 used annually for the purchase or acquisition of equipment
20 after the fiscal year ending June 30, 1950: *Provided further*,
21 That the appropriation made by this Act for distributive
22 occupational subjects shall be limited to part-time and eve-
23 ning schools and classes for employed workers and to pre-
24 employment schools and classes on a post-high-school level
25 of less than college grade.

1 (h) Five million dollars of the sum authorized to be
2 appropriated each year shall be allotted to the States and
3 Territories in the proportion that their total population bears
4 to the total population of the United States and Territories,
5 according to the United States census last preceding the end
6 of the fiscal year in which any such allotment is made, and
7 shall be used for the salaries and necessary travel expenses
8 of teachers, teacher-trainers, supervisors, and directors of
9 office occupational subjects, and for assisting States in the
10 maintenance of an adequate program of administration, super-
11 vision, teacher-training, educational research in the field of
12 office occupational education, and cost of other services
13 necessary to the operation of an efficient program in preem-
14 ployment office occupational subjects offered on a vocational
15 training basis in the last year of the senior high school,
16 and/or in schools on the post-high-school level of less than
17 college grade, and/or for part-time and evening schools
18 and classes for employed workers; and to purchase, rent,
19 or otherwise acquire equipment to be used for training pur-
20 poses only for such instruction in such States and Territories
21 in accordance with the approved State plan for vocational
22 education: *Provided*, That not to exceed 10 per centum of
23 this amount may be used annually for the purchase or ac-
24 quisition of equipment after the fiscal year ending June
25 30, 1950: *Provided further*, That the teachers of these

1 classes shall be occupationally competent through experi-
2 ence and training as set forth in the State plan for voca-
3 tional education, and further, that the students of these classes
4 shall spend at least one-half of the total school time in voca-
5 tional classes and, further, that each State plan for vocational
6 education shall include provisions for an adequate program
7 of vocational training for out-of-school youth and for adults.

8 (i) Five hundred thousand dollars of the sum authorized
9 to be appropriated each year shall be allotted to the States
10 and Territories in the proportion that their total popula-
11 tion bears to the total population of the United States
12 and Territories, according to the United States census last
13 preceding the end of the fiscal year in which any such al-
14 lotment is made, and shall be used for the salaries and
15 necessary travel expenses of State supervisors of industrial-
16 arts education in accordance with the approved State plan
17 for vocational education and for assisting States in the
18 maintenance of an adequate program of administration,
19 supervision, educational research in the field of industrial-
20 arts education necessary to the operation of an efficient in-
21 dustrial-arts education program.

22 SEC. 2. The allotment to any State and Territory for
23 each type of training in this Act shall be not less than a
24 minimum of \$90,000 for area vocational schools; \$80,000
25 each for agriculture, home economics, trade, and industrial

1 education; and \$20,000 each for occupational information
2 and guidance, distributive occupations, vocational-business
3 education, and public-services training; and \$5,000 for in-
4 dustrial arts for any fiscal year and shall not be required
5 to be matched by State or local funds, or both, for the year
6 ending June 30, 1945, and the year ending June 30, 1946,
7 but thereafter each State and Territory shall be required to
8 match by State or local funds, or both, 25 per centum
9 of its minimum allotment under this Act, and there is
10 hereby authorized to be appropriated for the fiscal year
11 beginning July 1, 1945, and annually thereafter, such ad-
12 ditional sum as may be needed for the purpose of providing
13 the minimum allotments to the States and Territories pro-
14 vided for in this section.

15 SEC. 3. Such portions of the sums allotted to any State
16 or Territory, including minimum allotments to States and
17 Territories, under the provisions of this Act, that will not be
18 used in any fiscal year for the purposes for which it was
19 allotted, may be reallocated on or before September 1 in that
20 year proportionately to the other States where a need exists
21 and which are prepared to use additional Federal funds for
22 the same purpose.

23 SEC. 4. The Secretary of the Treasury, through the
24 Division of Disbursement of the Treasury Department, shall,
25 upon the certification of the United States Commissioner

1 of Education, pay, in equal semiannual payments, on the
2 1st day of July and January of each year to the custodian
3 for vocational education of each State and Territory desig-
4 nated in the Act approved February 23, 1917, the moneys
5 to which the State or Territory is entitled under the provi-
6 sions of this Act.

7 SEC. 5. The appropriations made by this Act shall be
8 in addition to and shall, except as otherwise provided in
9 this Act, be subject to the same conditions and limitations
10 as the appropriations made by the Act entitled "An Act
11 to provide for the promotion of vocational education; to
12 provide cooperation with the States in the promotion of
13 such education in agriculture and in the trades and indus-
14 tries; to provide cooperation with the States in the prep-
15 aration of teachers of vocational subjects; and to appropriate
16 money and regulate its expenditures", approved February
17 23, 1917; except that the appropriations made by this Act
18 for home economics shall be subject to the conditions and
19 limitations applicable to the appropriation for agricultural
20 purposes under such Act of February 23, 1917, with the
21 exception of that part of section 10 thereof which requires
22 directed or supervised practice for at least six months per
23 year; that preemployment schools and classes organized
24 for persons over eighteen years of age, or who have left
25 the full-time school, may be operated for less than nine

1 months per year and less than thirty hours per week and
2 without the requirement that a minimum of 50 per centum
3 of the time must be given to shop work on a useful or
4 productive basis; that part-time schools and classes may be
5 operated for less than one hundred and forty-four hours
6 per year; that the provisions of section 11 of the Act of
7 February 23, 1917, requiring at least one-third of the sum
8 appropriated to any State to be expended for part-time
9 schools or classes shall be held to include any part-time day-
10 school classes for workers sixteen years of age and over,
11 and evening-school classes for workers sixteen years of age
12 and over; that the appropriations made by this Act for
13 distributive occupational subjects in part-time and evening
14 schools shall be limited as provided in said Act of February
15 23, 1917, for trade, home economics, and industrial subjects
16 and as qualified by the provisions of this section.

17 SEC. 6. That in order to receive the benefits of the
18 appropriations made in this Act, the State board for voca-
19 tional education of each State and Territory shall include
20 in its State plan provision for the utilization of representa-
21 tive advisory committees, and where the interests of labor
22 and management are involved they shall have equal
23 representation.

24 SEC. 7. No part of the appropriations herein authorized
25 shall be expended in industrial-plant training programs,

1 except that such industrial-plant training be bona fide vo-
2 cational training, and not a device to utilize the services of
3 vocational trainees for private profit.

4 SEC. 8. Instruction of less than college grade shall
5 mean instruction necessary to develop occupational skills
6 and judgments and to acquire related knowledge for occu-
7 pational preparation or occupational advancement, and
8 which does not require college matriculation or lead to a
9 college degree.

10 SEC. 9. As used in this Act, the term "States and
11 Territories" means the several States, the Territories of
12 Alaska and Hawaii, the island of Puerto Rico, and the
13 District of Columbia.

A BILL

To provide vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security.

By Mr. GEORGE, Mr. THOMAS of Utah, Mr. HULL, Mr. LA FOLLETTE, Mr. AIKEN, and Mr. ELLENDER

FEBRUARY 26, 1945

Read twice and referred to the Committee on
Education and Labor

HEARINGS
BEFORE A
SUBCOMMITTEE OF THE
COMMITTEE ON EDUCATION AND LABOR
UNITED STATES SENATE
SEVENTY-NINTH CONGRESS
FIRST SESSION

ON

S. 619

A BILL TO PROVIDE VOCATIONAL EDUCATION AND RETRAIN-
ING, INCLUDING PART-TIME TRAINING AND WORK-EXPERI-
ENCE PROGRAMS FOR THE OCCUPATIONAL ADJUSTMENT
AND READJUSTMENT OF YOUTH AND ADULTS, INCLUDING
PERSONS DEMOBILIZED FROM ESSENTIAL WAR WORK OR
FROM THE ARMED SERVICES, IN ORDER THAT INDIVIDUALS
AND THE NATION MAY ATTAIN ECONOMIC
STABILITY AND SECURITY

APRIL 30, MAY 1 AND 2, 1945

Printed for the use of the Committee on Education and Labor



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VOCATIONAL EDUCATION

MONDAY, APRIL 30, 1945

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D. C.

The subcommittee met, pursuant to call, at 10:30 a. m., in room 357, Senate Office Building, Senator Olin D. Johnston presiding.

Present: Senators Johnston, Taft, Ellender, Ball, Donnell, and Fulbright.

Senator JOHNSTON. We are considering today S. 619.

(S. 619 is as follows:)

[S. 619, 79th Cong., 1st sess.]

A BILL To provide vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That for the purpose of providing vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services in order that individuals and the Nation may attain economic stability and security, there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1945, and annually thereafter, the sum of \$97,500,000: *Provided,* That the several States and Territories shall not be required to match by State or local funds or both the appropriation authorized under the provisions of this section for two years after the President shall have declared the emergency due to the war to have ceased, or one year after Congress by concurrent resolution shall have so declared, but thereafter each State and Territory shall be required to match by State or local funds, or both, 25 per centum of the appropriations authorized under this section: *Provided further,* That in order to secure the benefits of the appropriation for any purpose specified in this Act, the State board for vocational education shall prepare plans, showing the kinds of vocational education for which it is proposed that the appropriation shall be used; the kinds of schools and equipment; courses of study; methods of instruction; qualifications of teachers, teacher-trainers, supervisors, and directors; plans for the training of teachers; plans for the supervision of training; plans for the administration of the program of vocational education; plans for educational research in the field of vocational education; and plans for representative advisory committees. That such plans shall be submitted by the State board for vocational education to the United States Office of Education and if the United States Office of Education finds the same to be in conformity with the provisions and purposes of this Act, the same shall be approved. That the State board for vocational education shall make an annual report to the United States Office of Education, on or before September 1 of each year, on the work in the State and the receipts and expenditures of money under the provisions of this Act: *Provided further,* That the several State boards for vocational education shall appoint a State director of vocational education, who shall be a full-time employee of the State board for vocational education, and be qualified by education, training, and adequate supervisory experience in one of the major fields of vocational education.

(a) Twenty-four million dollars of the sum authorized for each fiscal year shall be allotted to the States and Territories in the proportion that their total population bears to the total population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is made, and shall be used for the planning, developing, and operating of area schools organized according to the provisions of the State plan for vocational education, for the purpose of conducting vocational education of less than college grade. Such development and operation of area schools may be held to include—

(1) salaries and necessary travel expenses of teachers, supervisors, and directors of vocational training programs of less than college grade operated in, or under the auspices of, such area schools;

(2) purchase, rental, or other acquisition of training equipment;

(3) instructional supplies;

(4) maintenance of plant and equipment;

(5) transportation of students attending such schools: *Provided*, That each State plan shall include provisions for an adequate program of vocational training for out-of-school youth and adults: *Provided further*, That not to exceed 10 per centum of this amount may be used annually for the purchase or acquisition of equipment after the fiscal year ending June 30, 1950.

(b) Twenty-three million dollars of the sum authorized to be appropriated each year shall be allotted to the States and Territories in the proportion that their farm population bears to the total farm population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is made, and shall be used for the salaries and necessary traveling expenses of teachers, teacher-trainers, supervisors, and directors of agricultural subjects, including training in farm mechanics, related rural-service occupations, production and conservation of food for family use, other farm vocational educational service programs, and activities of the Future Farmers of America and New Farmers of America; and for assisting States in the maintenance of an adequate program of administration, supervision, teacher-training and educational research in the field of vocational education in agriculture, and costs for other services necessary to the operation of an efficient agricultural education program; and for equipment for agricultural instruction, including farm mechanics, related farm occupations, production and conservation of food for family use, and other farm vocational educational service facilities in each of the States and Territories, in accordance with the State plan submitted to and approved by the United States Office of Education by the several State boards for vocational education in the several States and Territories: *Provided*, That each State plan shall include provisions for an adequate program of vocational training for out-of-school youth and adults and persons returning to farms from the armed services and war industries: *Provided further*, That not to exceed 10 per centum of this amount may be used annually for the purchase or acquisition of equipment after the fiscal year ending June 30, 1950.

(c) Sixteen million dollars of the sum authorized to be appropriated each year shall be allotted to the States and Territories in the proportion that their rural population bears to the total rural population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is made, and shall be available for use in both urban and rural communities for the salaries and necessary travel expenses of teachers, teacher-trainers, supervisors, and directors of home-economics subjects, including training in homemaking for young people whose homemaking experiences have been interrupted by the war, and for women returning from the armed services and war industries, in conservation of food and other family resources, and in occupations related to homemaking involving home economics information and skills; and for assisting States in the maintenance of an adequate program of administration, supervision, teacher-training and educational research in the field of vocational home economics, and cost of other educational services necessary to the operation of an efficient home economics education program; and to purchase, rent, or otherwise acquire equipment to be used for training purposes only for such home economics instructions in such States and Territories, in accordance with the approved State plan for vocational education: *Provided*, That such State plan shall include adequate provisions for programs of vocational training for out-of-school youth and for adults: *Provided further*, That not to exceed 10 per centum of this amount may be used annually for the purchase or acquisition of equipment after the fiscal year ending June 30, 1950.

(d) Sixteen million dollars of the total sum authorized to be appropriated each year shall be allotted to the States and Territories in the proportion that their nonfarm population bears to the total nonfarm population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is made, and shall be used for the salaries and necessary travel expenses of teachers, teacher-trainers, supervisors, and directors of trade and industrial subjects, and for assisting States in the maintenance of an adequate program of administration, supervision, teacher-training and educational research in the field of vocational education in trades and industries, and costs for other services necessary to the operation of an efficient trade and industrial education program, and to purchase, rent, or otherwise acquire equipment to be used for training purposes only for such trade and industrial instruction in such States and Territories in accordance with the approved State plan for vocational education: *Provided*, That not to exceed 10 per centum of this amount may be used annually for the purchase or acquisition of equipment after the fiscal year ending June 30, 1950: *Provided further*, That each State plan shall include provisions for an adequate program of vocational training, including apprentice training or part-time training and work-experience programs, for out-of-school youth and for adults.

(e) Four million dollars of the sum authorized to be appropriated each year shall be allotted to the States and Territories in the proportion that their total population bears to the total population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is made, and shall be used for the salaries and necessary travel expenses of vocational counselors, teacher-trainers, supervisors, and directors of State and local vocational programs of occupational information and guidance for youth and adults, and for the training of such vocational counselors, supervisors, and directors, and to purchase equipment necessary for such programs in accordance with the approved State plan for vocational education; and for assisting States in the maintenance of an adequate program of administration, supervision, teacher-training and educational research in the field of occupational information and guidance, and costs of other services necessary to the operation of an efficient occupational information and guidance program: *Provided*, That not to exceed 10 per centum of this amount may be used annually for the purchase or acquisition of equipment after the fiscal year ending June 30, 1950.

(f) Two million dollars of the sum authorized to be appropriated each year shall be allotted to the States and Territories in the proportion that their total population bears to the total population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is made, and shall be used for salaries and necessary travel expenses of teachers, teacher-trainers, supervisors, and directors of vocational training for public-service occupations, and for assisting States in the maintenance of an adequate program of administration, supervision, teacher-training and educational research in the field of vocational training in public-service occupations, and costs of other services necessary to the operation of an efficient public-service-occupations program, and to purchase, rent, or otherwise acquire equipment to be used for training purposes only for such instruction in such States and Territories, in accordance with the approved State plan for vocational education: *Provided*, That not to exceed 10 per centum of this amount may be used annually for the purchase or acquisition of equipment after the fiscal year ending June 30, 1950.

(g) Seven million dollars of the sum authorized to be appropriated each year shall be allotted to the States and Territories in the proportion that their total population bears to the total population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is made, and shall be used for the salaries and necessary travel expenses of teachers, teacher-trainers, supervisors, and directors of distributive occupational subjects, and for assisting States in the maintenance of an adequate program of administration, supervision, teacher-training and educational research in the field of distributive education, and costs of other services necessary to the operation of an efficient distributive occupations program, and to purchase, rent, or otherwise acquire equipment to be used for training purposes only for such distributive occupational subjects instruction in such States and Territories in accordance with the approved State plan for vocational education: *Provided*, That not to exceed 10 per centum of this amount may be used

annually for the purchase or acquisition of equipment after the fiscal year ending June 30, 1950: *Provided further*, That the appropriation made by this Act for distributive occupational subjects shall be limited to part-time and evening schools and classes for employed workers and to preemployment schools and classes on a post-high-school level of less than college grade.

(b) Five million dollars of the sum authorized to be appropriated each year shall be allotted to the States and Territories in the proportion that their total population bears to the total population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is made, and shall be used for the salaries and necessary travel expenses of teachers, teacher-trainers, supervisors, and directors of office occupational subjects, and for assisting States in the maintenance of an adequate program of administration, supervision, teacher-training, educational research in the field of office occupational education, and cost of other services necessary to the operation of an efficient program in preemployment office occupational subjects offered on a vocational training basis in the last year of the senior high school, and/or in schools on the post-high-school level of less than college grade, and/or for part-time and evening schools and classes for employed workers; and to purchase, rent, or otherwise acquire equipment to be used for training purposes only for such instruction in such States and Territories in accordance with the approved State plan for vocational education: *Provided*, That not to exceed 10 per centum of this amount may be used annually for the purchase or acquisition of equipment after the fiscal year ending June 30, 1950: *Provided further*, That the teachers of these classes shall be occupationally competent through experience and training as set forth in the State plan for vocational education, and further, that the students of these classes shall spend at least one-half of the total school time in vocational classes and, further that each State plan for vocational education shall include provisions for an adequate program of vocational training for out-of-school youth and for adults.

(i) Five hundred thousand dollars of the sum authorized to be appropriated each year shall be allotted to the States and Territories in the proportion that their total population bears to the total population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is made, and shall be used for the salaries and necessary travel expenses of State supervisors of industrial-arts education in accordance with the approved State plan for vocational education and for assisting States in the maintenance of an adequate program of administration, supervision, educational research in the field of industrial-arts education necessary to the operation of an efficient industrial-arts education program.

SEC. 2. The allotment to any State and Territory for each type of training in this Act shall be not less than a minimum of \$90,000 for area vocational schools; \$80,000 each for agriculture, home economics, trade and industrial education; and \$20,000 each for occupational information and guidance, distributive occupations, vocational-business education, and public-services training; and \$5,000 for industrial arts for any fiscal year and shall not be required to be matched by State or local funds, or both, for the year ending June 30, 1945, and the year ending June 30, 1946, but thereafter each State and Territory shall be required to match by State or local funds, or both, 25 per centum of its minimum allotment under this Act, and there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1945, and annually thereafter, such additional sums as may be needed for the purpose of providing the minimum allotments to the States and Territories provided for in this section.

SEC. 3. Such portions of the sums allotted to any State or Territory, including minimum allotments to States and Territories, under the provisions of this Act, that will not be used in any fiscal year for the purposes for which it was allotted, may be reallocated on or before September 1 in that year proportionately to the other States where a need exists and which are prepared to use additional Federal funds for the same purpose.

SEC. 4. The Secretary of the Treasury, through the Division of Disbursement of the Treasury Department, shall, upon the certification of the United States Commissioner of Education, pay, in equal semiannual payments, on the 1st day of July and January of each year to the custodian for vocational education of each State and Territory designated in the Act approved February 23, 1917, the moneys to which the State or Territory is entitled under the provisions of this Act.

SEC. 5. The appropriations made by this Act shall be in addition to and shall, except as otherwise provided in this Act, be subject to the same conditions and limitations as the appropriations made by the Act entitled "An Act to provide for

the promotion of vocational education; to provide cooperation with the States in the promotion of such education in agriculture and in the trades and industries; to provide cooperation with the States in the preparation of teachers of vocational subjects; and to appropriate money and regulate its expenditures", approved February 23, 1917; except that the appropriations made by this Act for home economics shall be subject to the conditions and limitations applicable to the appropriation for agricultural purposes under such Act of February 23, 1917, with the exception of that part of section 10 thereof which requires directed or supervised practice for at least six months per year; that preemployment schools and classes organized for persons over eighteen years of age, or who have left the full-time school, may be operated for less than nine months per year and less than thirty hours per week and without the requirement that a minimum of 50 per centum of the time must be given to shop work on a useful or productive basis; that part-time schools and classes may be operated for less than one hundred and forty-four hours per year; that the provisions of section 11 of the Act of February 23, 1917, requiring at least one-third of the sum appropriated to any State to be expended for part-time schools or classes shall be held to include any part-time day-school classes for workers sixteen years of age and over, and evening-school classes for workers sixteen years of age and over; that the appropriations made by this Act for distributive occupational subjects in part-time and evening schools shall be limited as provided in said Act of February 23, 1917, for trade, home economics, and industrial subjects and as qualified by the provisions of this section.

SEC. 6. That in order to receive the benefits of the appropriations made in this Act, the State board for vocational education of each State and Territory shall include in its State plan provision for the utilization of representative advisory committees, and where the interests of labor and management are involved they shall have equal representation.

SEC. 7. No part of the appropriations herein authorized shall be expended in industrial-plant training programs, except that such industrial-plant training be bona fide vocational training, and not a device to utilize the services of vocational trainees for private profit.

SEC. 8. Instruction of less than college grade shall mean instruction necessary to develop occupational skills and judgments and to acquire related knowledge for occupational preparation or occupational advancement, and which does not require college matriculation or lead to a college degree.

SEC. 9. As used in this Act, the term "States and Territories" means the several States, the Territories of Alaska and Hawaii, the island of Puerto Rico, and the District of Columbia.

Senator JOHNSTON. I believe our first witness is Mr. M. D. Mobley.

STATEMENT OF M. D. MOBLEY, PRESIDENT, AMERICAN VOCATIONAL ASSOCIATION, INC., AND STATE DIRECTOR OF VOCATIONAL EDUCATION FOR GEORGIA, ATLANTA, GA.

MR. MOBLEY. Mr. Chairman and members of the committee, I am M. D. Mobley, president of the American Vocational Association, Inc., and State director of vocational education for Georgia. I am representing the American Vocational Association, Inc., and the Georgia Vocational Association.

On behalf of the more than 25,000 members of the American Vocational Association, Inc., composed of vocational workers, school-board members, and laymen, whom I represent, may I express our sincere appreciation for this opportunity to present to you some facts relating to conditions which make the enactment of the pending bill—S. 619—imperative to the public welfare.

AMERICAN VOCATIONAL ASSOCIATION, INC., SUPPORTS BILL

First of all, may I tell you that this bill, S. 619, has been in preparation for more than 3 years. During this period studies have been

made and authoritative opinions have been obtained to determine the vocational needs of the Nation in terms of funds needed and in terms of training programs needed. Before the hearings are concluded these needs will be presented. My statement will deal with over-all general problems and responsibilities with which we are faced.

Hundreds of the Nation's leading vocational educators have participated in the preparation of this measure. Thousands of others, including interested laymen, such as businessmen and farmers, have carefully studied its provisions. It has been critically studied and discussed in hundreds of meetings of vocational workers in every part of the Nation. Every possible effort has been made to acquaint members of the American Vocational Association and others with the provisions of the bill and to secure their counsel and advice in its final preparation.

The measure in its present form has the approval and support of the more than 25,000 members of the American Vocational Association who are located in every State and in a large number of the communities of the Nation.

A BRIEF ANALYSIS OF S. 619

I would like to present for the record a brief analysis of S. 619.

Chief objectives of bill

To provide vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security.

1. Hundreds of thousands of demobilized war-production workers will need vocational retraining to prepare them for civilian pursuits. In addition, there will be many other thousands of dislocated workers needing this occupational adjustment program.

2. The public vocational schools will be called upon to vocationally train large numbers of veterans returning from military service. This bill provides Federal assistance to local communities for whom this would constitute too great a burden to be borne by themselves. The vocational retraining of these veterans is of national significance, in returning military men and women to civilian pursuits. The program provided in this bill will enable the public vocational schools to cooperate with the Veterans' Administration in this program.

3. With the return to civilian pursuits of veterans and war production workers, youth will find it more difficult to secure jobs and the entrance age for youth into employment will rise. To provide a stabilizing influence for youth as a preventative of an increase in juvenile delinquency, and to assist youth with their occupational adjustment difficulties, the program of the public vocational schools of this country should be very widely extended into a much wider range of occupational training.

Administration of vocational training program

This program will be in the hands of State and local authorities and is an extension of the present program of vocational education—it requires no new system of schools and no new administrative units. This bill makes no provision or authorization for Federal administra-

tion. Funds made available will be administered through the present channels operating the federally aided public vocational schools throughout the country.

A decentralized plan

Because there are no additional funds authorized for Federal administration in this bill, and because the program will be in the hands of State and local educational authorities, the extension of the program of vocational education under this bill will be a decentralized plan of operation.

Matching features

It provides that Federal funds will be unmatched for 2 years. After 2 years 25 percent must be matched with State or local funds or both.

Advisory committees

The bill provides for a continuance of the use of advisory committees of employers and employees to assure sound vocational programs in accordance with occupational needs.

Industrial-plant training programs

Must be bona fide vocational-training programs and not a device to utilize the services of vocational trainees for private profit.

Vocational training services authorized with appropriation amount

1. Area vocational schools: The extension of vocational training opportunities in this country to both youth and adults must be general enough and broad enough in scope to meet the need. However, the extension should be very carefully planned in accordance with actual needs. The development of adequate area vocational schools will prevent a wild unjustified development in large numbers of communities where the cost of providing the instruction would be excessive. The designation of existing successful vocational schools and the developing of some new ones will be entirely in the hands of State educational authorities. Appropriation authorized, \$24,000,000.

2. Agricultural education: The sum authorized in this bill will permit the extension of the service in agricultural education to thousands of farming communities not now receiving these services. Thousands of official requests from rural boards of education are already on file with State boards for vocational education awaiting additional funds for the purpose. Appropriation authorized, \$23,000,000.

3. Home economics education: This provides for an extension into communities not now being served, of the training in homemaking, including the conservation of food and other family resources. Appropriation authorized, \$16,000,000.

4. Industrial education: This provides for an extension of the present efficient program in industrial education and permits training for a wider range of occupations now requesting and needing such training. It will make possible vocational training for thousands who will be needed in connection with new developments in industry. Appropriation authorized, \$16,000,000.

5. Occupational information and vocational guidance: Because of the tremendous numbers changing occupations and because youth must be given more definite job or occupational guidance, this provision for vocational guidance has been included in the bill. Appropriation authorized, \$4,000,000.

6. Public-service training: In response to demands from many groups, the States have already incorporated vocational programs for public-service occupations. The demand for an extension of the program has resulted in the inclusion of this item in the bill. Appropriation authorizing, \$2,000,000.

7. Training for distributive occupations: One of the largest occupational groups in this country, and one of the poorest-trained groups, is the group engaged in distributive occupations. Numerous large wholesale and retail organizations in this country are repeatedly requesting a development of this group. The public also has come to recognize the necessity for it. Appropriation authorized, \$7,000,000.

8. Advanced vocational business-office education: Office managers and employers everywhere are demanding adequate provision for a training program for office personnel responsible for office procedures and efficiency. A small appropriation is authorized in this bill to meet this need. Appropriation authorized, \$5,000,000.

9. Industrial-arts education: To stimulate a broad practical program of industrial-arts education as a broad basis for specific trade training, this bill provides a very small amount of Federal aid as aid to the States in setting up State programs in the field of industrial-arts education. No money is provided for distribution to school districts, the appropriation authorized being a small one limited to necessary aid as a stimulation to the development of sound State programs under the direction of State boards for vocational education. Appropriation authorized, \$500,000.

10. Minimum allotments: In order to assure each State of a sufficient minimum appropriation to provide for an extension of the various vocational training programs authorized in this bill, certain annual minimum appropriations to each State are authorized as follows:

TABLE 1

(a) Area vocational schools.....	\$90, 000
(b) Agricultural education.....	80, 000
(c) Home economics education.....	80, 000
(d) Trade and industrial education.....	80, 000
(e) Occupational information and vocational guidance.....	20, 000
(f) Training for distributive trade.....	20, 000
(g) Advanced vocational business office education.....	20, 000
(h) Public-service training.....	20, 000
(i) Industrial-arts education.....	5, 000

HISTORY OF FEDERAL SUPPORT FOR VOCATIONAL EDUCATION

Next, may I review briefly the history of Federal support for vocational education of less than college grade, since it has an important bearing on the present bill.

The first measure, Public Law 347, Sixty-fourth Congress, providing for Federal aid for vocational education of less than college grade was approved February 23, 1917. It provides for aid to States for vocational education in agriculture, home economics, trades and industry, and teacher training in each of these fields. The present annual appropriation under the provisions of this law amounts to only \$7,000,000 annually.

On June 8, 1936, Public Law 673, Seventy-fourth Congress, was approved. This measure authorized appropriations to aid States in the further development of vocational education in agriculture, home eco-

nomics, trades and industry, and distributive occupations, as well as teacher training in each of these fields. It carries at present an annual appropriation of \$14,000,000.

During the period between World Wars I and II, the vocational forces of this Nation, with relatively meager funds, developed sound, worth-while programs of vocational education in many cities and communities of the Nation. Through these years the public vocational schools contributed much to the training and development of skilled persons so desperately needed at the outbreak of World War II. These persons have made contributions both in the production of the huge quantities of war materials and in the efficient use of these machines and implements on the battlefields of the world.

Thousands of experts in training methods and procedures were also developed. Many of these have been of invaluable service in developing and directing practical training programs for the armed services and other essential war agencies and industries.

When America was forced to become the arsenal of democracy, leaders in government and industry looked to the Nation's vocational schools to help train the army of skilled and semiskilled workers needed to produce the vast quantities of arms, munitions, and foods necessary for a speedy victory.

WAR EMERGENCY FUNDS PROVIDED

It was June 27, 1940, that Public Law 668, Seventy-sixth Congress, was approved providing a limited sum of Federal funds on an emergency basis for the vocational training of workers for defense or war industries. As the need for war industry and food production workers was increased, Congress made available larger and larger sums of money for training essential workers. The peak in this emergency vocational training program was reached during the fiscal year ending June 30, 1943, when Congress for the 1 year made \$109,000,000 available for the program.

As a result of the Federal aid which has been provided (including regular and emergency funds) the vocational schools throughout the country have trained more than 10,000,000 persons who are now providing the Nation with essential war goods and services. The world knows now that American production has meant the difference between victory and defeat for the United Nations. We are justly proud of the magnificent contribution the vocational schools of the Nation have made to the "battle of production" by training much of the manpower necessary to produce war essential materials.

RECONVERSION TRAINING PROGRAM NEEDED

It is anticipated that as the need for war-emergency vocational training diminishes, funds for these purposes will be decreased and finally discontinued. The need will soon change to a reconversion training program, as provided by S. 619.

The public vocational forces in peacetime and in wartime have demonstrated their ability to train people for gainful and useful employment.

If adequate funds are provided now they can and will make a necessary contribution—which must be made by some group or agency—

to the Nation's postwar reconversion program. The occupational retraining and adjustment of returned veterans will be a major function and responsibility of the public vocational schools. A person must first be employable before he can hope to secure and hold a peacetime job. For a large percent of our potential peacetime workers this means vocational training.

FULL EMPLOYMENT NATIONAL GOAL

It is generally agreed that after the war, full employment will be essential to the economic security and stability of the Nation. Next to winning the war and securing a lasting peace, the paramount objective of the American people is to provide peacetime jobs for all employable workers. Not "relief jobs," but jobs that will give every American a decent standard of living and an opportunity for advancement. In the postwar period, workers must be trained to be vocationally competent to secure jobs, hold jobs, and progress in jobs, if we are to attain this great peacetime objective.

GROUPS TO BE TRAINED

At present, virtually one out of every two American workers is either making necessary war equipment and materials or using them on the fighting fronts around the globe. When peace comes, the great army of industrial workers and the men and women in the armed services must be prepared to fit into a peacetime economy, if we are to have full employment and national prosperity. Then too, we must not overlook the occupational-training needs of our oncoming youth.

WAR WORKERS

Millions of workers now employed in war plants never had any previous industrial experience. They were vocationally trained in "single skills" or for semiskilled jobs for the war production emergency. They know how to perform only one operation in an arms plant, munition factory, or some other war industry. Many will find that the type of work they are now doing will be unnecessary when industry and business and agriculture are reconverted to peacetime production and services. They must be trained in new techniques and guided into new jobs, if we are to have full employment.

Then we have millions of women who have married during the war years but who have never actually entered upon the duties of making a home. Many of these are now demanding specialized vocational homemaking training so they will be better equipped to make and manage a home when their husbands return. This training program is vital to the future of our American homes and to the welfare of the Nation in general.

RETURNING VETERANS

The demobilization of the armed forces will necessitate the finding of some kind of employment for eight to ten million men and women, the exact number depending upon the size of our peacetime Army, Navy, and Air Force.

A large proportion of the men now in the armed forces had not been prepared for any vocation nor had any employment experience prior to induction. The training they have received in the services may not be usable in a peacetime economy as this training was specifically aimed at war operation efficiency. Many will avail themselves of the opportunity for schooling and training under the provisions of the Service Men's Readjustment Act—Public Law 346, Seventy-eighth Congress—the so-called GI bill of rights.

But public vocational schools must be maintained and other facilities provided whereby they can secure the type of training they will want and need in order to fill and hold jobs. Public Law 346 does not provide for developing and operating vocational schools. Surveys among service men and women show that a large percent of those who indicate they will want schooling after they are discharged will want vocational training of less-than-college grade. We cannot hope to meet the demands of our veterans when they come pouring back in great numbers unless we make provisions for them now, as provided by S. 619.

Senator TAFT. The GI bill does give them the full amount necessary to pay their expenses and tuition?

Mr. MOBLEY. Yes, it does.

Senator TAFT. If a State were to set up these schools, it would be fully reimbursed by the Government without this bill.

Mr. MOBLEY. We have not been able to get reimbursement in my State for vocational training we have thus far provided, Senator.

Senator TAFT. You mean from the GI bill of rights? Why not?

Mr. MOBLEY. That is right.

Senator TAFT. Why not? As I understand it, they were to pay the full charge.

Mr. MOBLEY. This is the reason: Prior to the enactment of the GI bill of rights we did not have a tuition rate set up at our schools. The Veterans' Administration, according to their rulings, will pay the regular tuition fees that are charged other students. Since we have no fee for other students, we cannot collect for vocational training provided returning veterans.

Senator TAFT. It seems that should be changed.

Mr. MOBLEY. The GI bill is doing this: It is encouraging the development of "fly-by-night" private schools which will cost the Government more for veteran training than it would if funds are provided for operating public vocational schools as provided by this bill.

OUR ONCOMING YOUTH

The Biennial Survey of Education in the United States, published by the United States Office of Education, shows that approximately 1,250,000 children—42 percent—drop out of elementary school before reaching high school. These youth, as well as those who graduate from high school—and do not go to college—will be in competition for employment with the men and women demobilized from war industries and discharged from the armed services. Vocational training must be provided for these youths not just to keep them off the labor market but to make them competent to secure, hold, and make progress in their chosen vocations when they reach employable age.

In the postwar period priority for available jobs will likely be given to veterans and demobilized war workers with families. This will probably result in a deferment of employment for youth during which time they should have opportunity for vocational training.

If the funds authorized by this bill are made available they would do much in safeguarding the great masses of our youth against reaching maturity unprepared for any vocation. It would also give them some insurance against unemployment, since those who are trained will at least be employable or capable of successfully operating their own homes, farms, or businesses. It would also likely result in their having an increased earning power and thus would contribute to the wealth of the Nation.

Vocational-training programs for youth will also help keep in check juvenile delinquency. Training of this kind equips youth to enter legitimate fields of endeavor rather than to enter careers of crime. It seems ironic indeed that many youth of our land do not have opportunity for practical vocational training until they land in a modern penal institution, where usually the first step toward social rehabilitation is to train such youth for specific occupations through the pursuit of which they can earn a legitimate living.

Providing adequate vocational-education opportunities for all the people is a national responsibility. Americans are inherently a migratory people. It was this urge to move in search of greater opportunities and more freedom that is responsible for the development of this great country of ours. Even when it was necessary to travel in covered wagons, our forebears moved from coast to coast in search of better economic opportunities.

In recent decades a large part of the movement has been from rural areas to urban communities. Population specialists have for years pointed out that rural farm areas are the population reservoirs for the industrial and commercial centers of the Nation. The birth rate in many of the urban areas is too low to maintain the population of such areas. This movement is of tremendous economic significance to the Nation.

The accompanying charts—figures 1 and 2—throw some light on the scope and extent of the movement as well as its results.

They leave the farm for a variety of reasons. Where there are two or more boys in a family, only one may safely look forward to a career of farming on the home place. The others face the problem of finding opportunities in agriculture elsewhere or entering some other vocation. Because of the lack of adequate vocational-education facilities most of those who go to cities are unprepared for any type of job. This does not contribute to a satisfactory standard of living for labor.

This is one reason why area vocational schools as provided under item (a) of S. 619 are so greatly needed. Such schools serve areas larger than the ordinary school district, thus making possible training in a greater number of occupations and preventing inefficiency and waste of funds if too many small units are established.

Since this large segment of farm-reared youth are going to migrate to urban centers, they should be given proper vocational guidance and prepared to fill jobs in industry, commerce, and other fields. They should be given a fair chance to earn a living and to contribute to the

welfare of the community, the State, and the Nation. And those who remain on farms, likewise, should be given vocational training in agriculture, so that they, too, may maintain a satisfactory standard of living. As farming becomes a more and more complex occupation, the need for adequate training in this field becomes more and more acute.

In conclusion, may I emphasize that the members of the American Vocational Association are giving their support to this bill because they realize that the vocational schools of this country will of necessity be called upon to do a job that must be done if we are to have full employment resulting in economic stability and security for individuals and the Nation. The returning veterans and Americans in general will expect this vocational-training service to be available.

Mr. Chairman, I would also like to submit for the record, if I may, a certified copy of a resolution that was passed unanimously by both branches of the general assembly of my State, endorsing this bill.

I also have some charts that I think might be made a part of the record.

Senator JOHNSTON. Without objection, that may be made part of the record.

(The resolution and charts follows:)

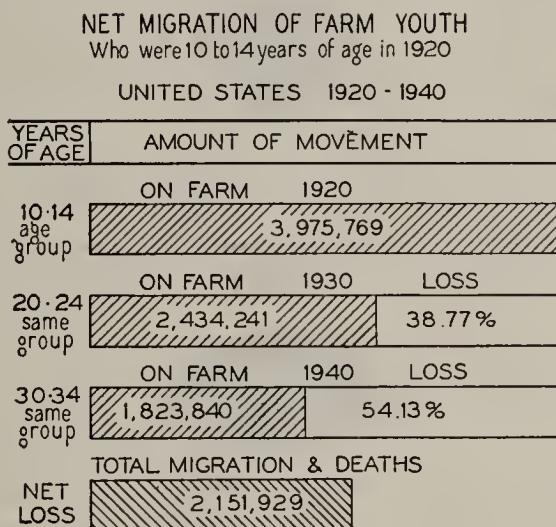


FIGURE 1

Migration of Farm Youth in United States.—In 1920 there were 3,975,769 girls and boys between the ages of 10 and 14 on the farms in the United States; 10 years later (1930) this same group was 20 to 24 years of age. As shown by the graph above, only 2,434,241 were left on farms in 1940. A total of 38.77 percent had left the farms before they reached the age of 25. By the time they had reached the age of 34, a total of 54.13 percent had left farms, through migration to urban areas or death. (Data obtained from U. S. Census reports.)

Those who leave farms to go to urban areas should, through area vocational schools, be given opportunity for training to prepare them for urban occupations. The fertility ratio (number of children under 5 years of age to each 1,000 women between the ages of 20 and 44) for the rural farm group of the Nation was 651 in 1940, as compared to 312 for the urban group. This means that the children of the Nation are being grown in the country where property values and incomes are low. Yet they move to cities when they reach productive age.

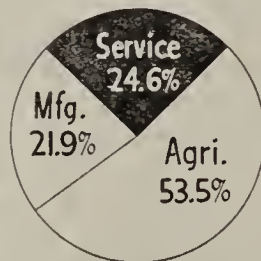
TABLE 2

Wealth movement from farms to cities resulting from migration of farm youth to cities (age group 10-29 years), United States, 1920-30

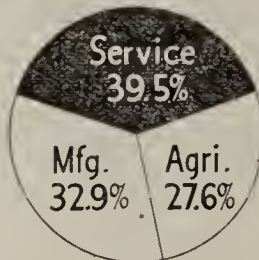
Item	Amount of movements	
	10-year period 1920-30	Annual average
1. Rearing and educating migrants from farms at \$150 per person per year.....	\$14, 000, 000, 000	\$1, 400, 000, 000
2. Settlement of estates with city relatives.....	4, 000, 000, 000	400, 000, 000
3. Interest paid on mortgage indebtedness to nonfarm dwellers.....	7, 500, 000, 000	750, 000, 000
4. Rents paid by farmers to nonfarm dwellers.....	10, 500, 000, 000	1, 050, 000, 000
Total.....	36, 000, 000, 000	3, 600, 000, 000

Wealth movements from farms to cities.—This table shows that wealth movements from farms to cities resulting from migration of farm youth to cities amounted to \$3,600,000,000 annually during the decade 1920 to 1930. In the South where the greatest migration takes place a rather large percent move to cities of the East and Middle West—that is, they move outside the South.

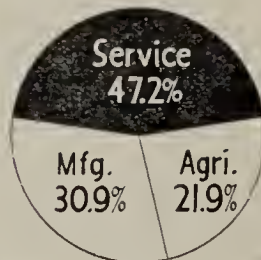
This chart helps to show that support of vocational education is more than a local and State problem. It also shows the need for developing a stronger program of vocational education in agriculture and homemaking as provided by



1870



1920



1930

items (b) and (c) of S. 619. Farm people are carrying more than their share of the social load. Agricultural and homemaking programs as provided in this bill will help to lighten this load. (Data obtained from Land Policy Review, vol. VII, No. 1, 1944, USDA, which was compiled by Dr. O. E. Baker, United States Bureau of Agricultural Economics, an authority on population trends.)

STATE OF GEORGIA

OFFICE OF SECRETARY OF STATE

I, John B. Wilson, secretary of state of the State of Georgia, do hereby certify that the two pages of typewritten matter hereto attached contain a true and correct copy of a resolution requesting the Georgia delegates in Congress to support a bill by Senator George and others to provide vocational education and retraining programs for the occupational adjustment and readjustment of youths and adults now pending in Congress, and for other purposes, approved March 9, 1945, as the same appears of file in this office.

In testimony whereof, I have hereunto set my hand and affixed the seal of my office, at the Capitol, in the city of Atlanta, this 28th day of April in the year of our Lord one thousand nine hundred and forty-five and of the independence of the United States of America the one hundred and sixty-ninth.

[SEAL]

JOHN B. WILSON,
Secretary of State.

A RESOLUTION

Be it resolved by the house of representatives (the senate concurring):

Whereas there is now pending in the Congress of the United States a bill sponsored by Senator Walter F. George, of Georgia, and others, "to provide vocational education and retraining * * * programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services"; and

Whereas our public vocational schools will be called upon to train for gainful employment large numbers of demobilized war workers, veterans, and other youth and adults; and

Whereas under the pending bill Georgia would receive from the Federal Government substantial additional allocations of funds for the expansion of vocational education programs in the fields of agriculture, trades and industry, home economics, public-service occupations, distributive and business education; and

Whereas under the pending bill funds allocated to Georgia would be distributed through established educational channels without Federal domination or control; and

Whereas an expanded vocational education program such as Georgia will need in the postwar era cannot be financed out of State funds alone: Therefore be it

Resolved, (1) That the General Assembly of Georgia commend the Honorable Walter F. George and the cosponsors of this proposed legislation for their vision and statesmanship in offering such a measure; and

(2) That we heartily endorse the bill as a progressive step in expanding public education services and facilities; and

(3) That we request members of the Georgia delegation in the Congress of the United States to give the bill their active support; and be it further

Resolved, That copies of this resolution be sent to Senator George and to other members of the Georgia delegation in Congress.

ROY V. HARRIS,
Speaker of the House of Representatives.

P. T. McCUTCHEEN, JR.,
Clerk of the House of Representatives.

FRANK C. GROSS,
President of the Senate.

MRS. HENRY W. NEVIN,
Secretary of the Senate.

- Approved this 9th day of March 1945:

ELLIS ARNALL, *Governor.*

Senator TAFT. I think Mr. Mobley might engage in a little vocational education of the committee. I guess he is as well informed as anybody would be.

I wanted to get an exact picture of the present set-up, let us say the prewar set-up first.

About how many people were being trained at that time under this Federal-State system of vocational education?

Mr. MOBLEY. Senator, I am not able to give you the exact figure. I believe it was somewhere around 3,000,000—between two and three million annually—that many were enrolled, but not that many were turned out as trained.

Senator TAFT. There are courses that ran from 1 month to 2 years, is that right?

Mr. MOBLEY. I would say a little longer than 1 month in the regular program. I would say that they ran from 6 months to 3 or 4 years.

Senator TAFT. Have you any idea what the average period was?

Mr. MOBLEY. Well, they vary with different groups and types of training. In agriculture I would say it ran around 2 years. In home making it ran about 2 or 3 years and in the trade and industrial field it varies widely depending on the type of training given. Some of it was what we call supplementary training; that is, the worker receives training related to and supplementary to his daily employment.

Senator TAFT. Is it set up the same in every State?

Mr. MOBLEY. Not exactly. The State board for vocational education for each State submits a State plan setting forth how they will use the funds and the kind of program that will be carried on. These plans vary considerably, depending on the needs of the particular State.

Senator TAFT. What was the appropriation before the emergency relief; that is, before the war period?

Mr. MOBLEY. Under the bill known as the Smith-Hughes bill, passed in 1917, the appropriation was \$7,000,000 annually. Under the so-called George-Dean Act, the appropriation was \$14,000,000 annually, making a total of \$21,000,000 annually.

Senator TAFT. That was appropriated every year?

Mr. MOBLEY. That is right.

Senator TAFT. And distributed amongst the States?

Mr. MOBLEY. That is right.

Senator TAFT. And the State educational authorities or vocational educational authorities acquired their share—drew their share—and added it to the State funds?

Mr. MOBLEY. Yes; it was not exactly added to the State funds. The money in each State (well, I had better say in my State since the same method is not used in all the States) is given as special aid to local school authorities for vocational education. For example, in my State, every school that employs an agricultural teacher is aided to the extent of one-half the salary of the teacher.

The teachers are employed by the local authorities and their salaries are set by the local authorities. The State with Federal funds sends money to local authorities to help with the salaries of teachers in order to make it possible for them to secure qualified, well-trained men, who are capable of carrying on a worth-while program of vocational agriculture.

Senator TAFT. Is there a definite requirement of matching by the State?

Mr. MOBLEY. Under the present laws; yes.

Senator TAFT. Fifty percent?

Mr. MOBLEY. Fifty percent. The George-Dean Act was set up on a graduated scale. It started, I believe, at 66 percent, and gradually dropped to 50 percent.

Senator TAFT. Did many States exceed their contribution, I mean, are there States that put in more State funds than required?

Mr. MOBLEY. Yes; many States spent much more.

Senator TAFT. The total program was much more than twice the \$21,000,000?

Mr. MOBLEY. Yes, that is right. In other words, the richer States, may I say, where they have State and local funds, are spending much more than the Federal Government. In general, the poorer States have not had the money with which to do this.

Senator TAFT. When the war came along you spoke of 10,000,000 men having been trained. Were they all trained in this system? What about the NYA and WPA, the training in industry? Weren't many of them trained outside this program? What is the total of war workers who were trained under this State-Federal system?

Mr. MOBLEY. The 10,000,000 referred to in my formal statement represented the number trained by vocational schools only. It does not include those trained by other agencies. I do not know the number trained by other agencies.

Senator ELLENDER. That training goes back to '17, does it?

Are you referring to the figure of 10,000,000 as going back to 1917?

Mr. MOBLEY. No; this figure of 10,000,000 goes back only to 1940.

Senator TAFT. The witness made the statement that 10,000,000 of the present war workers have gone through the system. That surprised me as the total number of war workers is only about 10,000,000 now.

Mr. MOBLEY. There has been a tremendous turn-over, Senator, in a lot of the plants. For instance, I know one plant in my own State where we have trained about twice as many people as are now working in that plant.

Senator ELLENDER. I think NYA trained 4,000,000, as I recall the figure.

Senator TAFT. By far the largest number were in the training-in-industry courses. I have seen the enrollment figures and at one time there were four or five times as many training in industry as there were in vocational educational systems.

Now, on the present bill, are you proposing to make substantial changes in addition to the increase in the appropriation?

In the first place, I should ask, Does this \$97,000,000 include the \$21,000,000?

Mr. MOBLEY. No; it is in addition.

Senator TAFT. In addition to adding \$97,000,000 to the appropriation, do you propose any changes in the general administrative system? Any important changes?

Mr. MOBLEY. Only minor.

This bill, as you notice, provides for 25 percent matching rather than 50 percent; that is one of the major changes.

Senator TAFT. You cut down the figure by 25 percent. You also cut it out entirely for 2 years, don't you?

Mr. MOBLEY. That is right.

Let me say that during the period just following the end of the war we will be confronted with the need for large training programs

for demobilized war workers and returning veterans, and we think that is a national responsibility, as this is the Nation's war rather than a war of the individual States.

Senator TAFT. I certainly agree as to the returning veterans. I would not know as to the war workers, nor am I sure you will get a great many of them in vocational education. I think they will consider that their vocational education had already been completed.

Mr. MOBLEY. A large percentage of them have had a taste of vocational training already and they realize that they have been trained just for a single skill. For example, in my State we are training workers for the Bell bomber plant near Atlanta. We have trained to date a little more than 11,000 for this plant. Each received from 2 weeks' to 3 months' training. It was not long-time training. A great number were trained to be riveters; that is, to run riveting guns. After the war there may not be a need for so many riveters of this kind. Such persons will have to be retrained if they are to secure and hold jobs in our peacetime economy.

Senator TAFT. The proposal is presented in definite divisions here; that is, under sections (a), (b), (c), and so forth, in section 1.

First, what are area schools as distinguished from agriculture, industry, and so forth?

Mr. MOBLEY. We have quite a few schools over the Nation now that are classed as area schools. We have one in operation in my State and have 12 others that have been approved by the State board that we hope will soon be in operation.

They are designed to serve an area larger than—let us say—than a city or a county. Dr. Mark Smith, who is to testify later, will give somewhat in detail a description of area vocational schools.

Senator TAFT. I do not want it in detail. I want to get the distinction.

Mr. MOBLEY. They are designed to save money in that they will tend to prevent the establishment of a great number of small, expensive units in small schools. By establishing area vocational schools and bringing the people from a large area to one center, it results in saving a lot of money and at the same time providing a more varied and more adequate training program.

Senator TAFT. Do you get aid for the one that you have now under the present law?

Mr. MOBLEY. No; there is no aid specifically set up for area schools.

Senator TAFT. I understand that. But can you use your Federal funds to support this area school?

Mr. MOBLEY. Yes; we do.

Senator TAFT. This is not a brand new Federal aid?

Mr. MOBLEY. No; it is not a new thing at all.

Senator TAFT. The area school is solely vocational?

Mr. MOBLEY. That is right.

Senator TAFT. A school which is in a city and under the city school system and is vocational is not regarded as an area school? Is that correct?

Mr. MOBLEY. It can be. In my State we have two types. We have one area vocational school owned and operated by the State. The State board has made plans for establishing two others that will be owned and operated by the State. In addition to these, the State board is in the process of contracting with local school systems to

operate area schools under local control but with State aid. I refer to Federal funds as State aid since it becomes State funds when it reaches the State treasurer.

Senator TAFT. Let us refer, for instance, to the money set up for trade and industry, to the \$16,000,000 set up for trade and industrial training. Can that money be used for a school, an entirely vocational school in a city?

Mr. MOBLEY. Yes, it can.

Senator TAFT. So that both the \$24,000,000 and the \$16,000,000 can be used for that kind of school and help support that kind of school?

Mr. MOBLEY. Yes, with certain limitations.

Under item (a) on page 3, if you will notice that section, it gives a little more latitude in the use of funds authorized for area schools than under item—

Senator TAFT. (d).

Mr. MOBLEY. (d); that is right.

The various committees that have assisted with the preparation of this bill feel very definitely that there should be a definite authorization for area schools.

One of the reasons for this is the fact that these area schools will vary from State to State. Some States will want to set up area schools in agriculture, others will not.

If you put all the money under the other subdivisions of the bill, it will not give States the latitude needed to develop the kinds of area schools best suited to meet State and local needs. In other words, some States may want to go strong in developing training programs of an industrial education nature in the area schools and others may want to go heavy in the use of funds for establishing other types of training—such as agriculture and homemaking.

Senator TAFT. In general the distinction would be that the money set aside for area schools would go directly to area schools whereas the other money under these subdivisions would, in most cases, go to public schools which run a vocational department; is that correct?

Mr. MOBLEY. The money would go to the State board of education but through them to the area schools; that is right.

Senator TAFT. The area school would be more directly under the State board; is that correct?

Mr. MOBLEY. Yes; that is true in some States.

In other words, you can set them up either as State-operated schools or local schools, under local control. We will have both in my State.

Senator TAFT. Wouldn't it be a neater job to put these past laws into one law so that we have one general control of all vocational education, one uniform system, instead of having a little different wording in the first law and other wording in the George bill, and then other wording in this one?

Mr. MOBLEY. Senator, I am not a lawyer and I do not know how to answer that question. But, of course, this bill is tied to the other two vocational education acts in the last section of this bill. It will be under the same administration.

Senator ELLENDER. Mr. Chairman, as one of the coauthors of this bill we are now considering, we went into that matter and, as I recall, this bill simply supplemented existing law.

Mr. MOBLEY. That is right.

Senator ELLENDER. So that in all States where they do now have vocational training and laws passed giving the State the right to match in this kind of work, it will not be necessary to amend the existing State laws.

Mr. MOBLEY. That is right.

Senator TAFT. Of course, a supplement of 97½ million dollars to a program of \$21,000,000 has gotten a little beyond the supplement stage, I should think. The tail seems to be wagging the dog.

Senator ELLENDER. I was, of course, speaking of the way that money would be spent.

The witness indicated a moment ago it was to take care of returning war veterans and all who desire to take vocational education.

Senator Taft spoke a while ago as to the matter of war workers receiving vocational education. Well, we have quite a number of men employed working on ships in various ways and I do not believe that they will find themselves in a position to follow that trade. A good many of them will have to veer away from that and go to something in which they might find employment.

At this point, Mr. Chairman, I would like to insert in the record a resolution passed at a meeting of the executive committee of the superintendents' division of the LTA of Louisiana, under date of January 22, 1945, and also a letter addressed to me from Mr. John E. Coxe, State superintendent of Louisiana.

(The resolution and letter referred to follow:)

MEETING OF THE EXECUTIVE COMMITTEE OF THE SUPERINTENDENTS' DIVISION OF
LTA, JANUARY 18-19, 1945

BASTROP, LA., *January 22, 1945.*

Superintendent E. D. Shaw, chairman of the superintendents' division, called a meeting in Baton Rouge, La., January 18 and 19, of the executive committee of the parish superintendents' division, at the insistent request of several parish-school officials of the State, to consider the proposal by the State board of education to set up a director or executive officer of vocational education, presumably independent of the State superintendent and the regular State department of education.

In view of the implications involved, it was the opinion of this committee that information should be obtained from proponents and opponents of the measure and weigh both sides of the matter. After having secured these arguments, this committee wishes to make the following recommendations:

1. In view of the fact that Louisiana has developed a vocational educational program on a par with programs in other States, and in view of the fact that the parish-school administrators have contributed in this development, we wish to emphasize the continuance of the vocational educational program and a practical expansion of it. To this proposition we are wholeheartedly committed.

2. Louisiana has maintained a unitary system of education—one which is the envy of those States where our type of administration does not exist. This is shown by contrast when we recognize only 67 administrative units in Louisiana, as compared with certain States where over 1,000 are in existence. The favorable factor was recognized in the Louisiana survey conducted by Dr. Washburn.

3. A separation of authority on the State level could very easily serve as the opening wedge for dualism in education in Louisiana. This is in opposition to our point of view, which holds that we favor a highly coordinated program in education with vocational education an integral part of the total education program. Dangers growing out of a dualistic system could embrace competition for funds for general education and vocational purposes, both on the State and local levels. This is evidenced by the situation in those States where there are separate divisions and where separate taxation districts are created for the maintenance of the separate divisions of education.

4. With the dualistic system on the State level, it is conceivable that this plan could penetrate local levels with the encouragement of the same type of administration, namely, a school board and a superintendent who would administer the general education program and a local board for vocational education with its director, directly responsible to the State director of vocational education, all of which would result in vicious confusion.

5. We, therefore, without any interest in personalities, respectfully recommend the continuance of the system presently in operation on the State level and its direct relationship to the local school administrators, the State board of education acting as it always has as the policy-making body and the State superintendent of education acting as he always has as the executive officer and administrator of the entire educational program, without any division of responsibility or authority. On the parish level we respectfully recommend that the parish school boards continue to act as the policy-making bodies and the parish superintendents of education continue to act as the executive officers and the administrators of the total parish educational programs, just as the State board of education and the State superintendent of education act in similar capacities on the State level. These recommendations are made with the over-all view of preserving the splendid educational organization that has been developed in Louisiana, and with the further view of serving the best interests of the children, the schools, and the communities of the State.

E. D. SHAW, *Chairman*.

W. H. McLAURIN, *Secretary*.

Committee members present: E. D. Shaw (chairman), E. L. Roussell, R. O. Moncla, J. E. Pitcher, G. W. Welch, Dr. C. L. Barrow, L. W. Higgins.

STATE OF LOUISIANA, DEPARTMENT OF EDUCATION,

Baton Rouge, March 9, 1945.

Hon. ALLEN J. ELLENDER,

United States Senate, Washington, D. C.

DEAR SENATOR ELLENDER: I have read the new bill, S. 619, providing aid for vocational education in the States. In the printed bill on page 3, lines 10 to 16, inclusive, there occurs the following provision:

"Provided further, That the several State boards for vocational education shall appoint a State director of vocational education who shall be a full-time employee of the State board for vocational education and be qualified by education, training, and adequate supervisory experience in one of the major fields of vocational education."

The above provision appeared in substance in S. 1946, which was introduced in the Seventy-eighth Congress. I think I wrote you last year suggesting that this provision be omitted from the bill for the reason that it is a definite effort on the part of the Federal Government to control education on the State level. The practical working out of the bill with the above provision included, in at least 13 States of the Union, would be that the State departments of education would have to be reorganized so as to provide a special director for the vocational supervisors in the State departments of education. There is no reason why Louisiana, for instance, should have to reorganize its State department of education in conformity with an act of Congress. That would be Federal control of education, pure and simple, something about which we are greatly concerned. We feel that Louisiana's Legislature and that its State board of education should be unencumbered in making the plans for the supervision not only of vocational education but of all phases of education.

In Louisiana we have always followed the plan of having the State superintendent the director of the entire educational program, and, working in cooperation with the State board of education, we have maintained a unified system. To set up a separate director of vocational education to be elected by the board of education in the State with authority presumably independent of the State superintendent would certainly be anomalous for Louisiana. Our people only recently had this discussion before our State board of education. The school administrators and teachers of the State strongly objected to the proposal, and the result was the State board acceded to their wishes and has gone on record as desiring to maintain the present unified system.

The above provision in the bill states that the State director of vocational education "shall be a full-time employee of the State board for vocational education and be qualified by education, training, and adequate supervisory experience in

one of the major fields of vocational education." The question arises as to why we should be required to choose a vocational supervisor as a director of other vocational supervisors, say, for instance, an agricultural supervisor over the other vocational supervisors of the office, when the State superintendent is the supervisor of them all. There is no more reason to assume that a supervisor of agriculture would be able to direct the work of a supervisor of home economics, distributive education, or trade and industrial education any better than the State superintendent. As a matter of fact, I think the best sort of director of the vocational people would be some practical school man, such as an experienced parish superintendent who has previously had broad training in the administration of the schools of his parish.

The provision is wrong in two respects, in that it requires the director to be an employee of the State board of education instead of the State superintendent of education or the State department of education. In our State the law invests the State superintendent, who is an elected official, with the right to choose the personnel of his office. I think we can all concede the justice of this provision. The proposed bill, S. 619, would place the authority solely in the hands of the State board of education, thus taking away from the State superintendent, an elective official, the rights which he should possess.

I have said enough to indicate to you, Senator Ellender, that this provision of the bill is very objectionable to me and would be objectionable to a large percentage of the school administrators of the State. In Louisiana we wish to maintain the unity of our school organization, and the only way this can be done is to allow to remain in the hands of the State superintendent of education the right to choose the personnel in the department of education.

I am sure you are aware of the fact that the American Vocational Association, under the leadership of M. L. H. Dennis, of Washington, is insisting on the inclusion of the above objectionable feature of the bill but I am sure that you do not believe that any national organization, such as this organization, has any right to try to force its will upon any particular State.

The principle to which I have above referred has a bearing on our new S. 181 of general aid to education. As you know very well, one of the main fears of the southern people as regards this bill is that it will interfere with the control and administration of education by the States. I am heartily in favor of S. 181, as I have said before, because I believe the provisions in it are equitable, and I think any State in the Union should be willing to accept those provisions.

I respectfully urge that you have this objectionable passage in S. 619 deleted. Certainly, Congress at this time cannot afford to go on record as interfering with the control and administration of education by the several States. With this change in the proposed measure, I would heartily endorse the bill and assist in its passage. I am taking the liberty, also, of writing to Senator Overton a letter similar to this one to you. I hope that you two may get together and reach an agreement as to what to do in the matter of removing the objectionable passage in S. 619.

Your cooperation in the above matter will be deeply appreciated.

Yours sincerely,

JOHN E. COXE, *State Superintendent.*

Senator BALL. Mr. Mobley, wouldn't this bill in effect continue the program at approximately the same level after the war as it has been continuing during the war?

Mr. MOBLEY. Yes, sir; but there will be less money appropriated than there was during the peak of the war programs. It will be in different fields, of course.

Senator BALL. What has happened as to enrollment figures as to the various vocational courses over the country in the past few years?

Mr. MOBLEY. You mean up or down?

Senator BALL. That is right.

Mr. MOBLEY. In the last few years they have been up considerably due to the emergency war program.

Senator BALL. There has been a lot of adult training?

Mr. MOBLEY. That is right.

Senator BALL. However, I am talking about your regular enrollments in your vocational schools, vocational courses.

Mr. MOBLEY. I do not have the exact figures, but I believe I am reasonably correct in saying that more than 50 percent of those enrolled in vocational education through the years have been adults who have come back to school. In other words, the changes that are taking place in industry and in all lines of work make it necessary for people to return to schools for specialized training in order to stay employable.

Senator BALL. What has happened in the last year or so? Is the enrollment in regular vocational courses as distinguished from these courses where you train a riveter in 2 weeks, has that increased or decreased?

Mr. MOBLEY. It has decreased in some States, due largely to many of the teachers being called into the armed services. For instance, in my State, out of a total of a little over 300 agricultural teachers we have 170 of them in the armed services and we have been unable to get properly trained people to fill many of the positions. These men will come back into the work when they are released from the armed services. Those who have come back thus far have gone back to their old jobs.

Senator TAFT. May I ask, Can you get the figures on enrollment? Can we have an accurate statement in the record on the average length of vocational training before the war, and then for each year that we have gone through the war?

Mr. MOBLEY. Yes, sir; we can furnish enrollment figures before the hearings are over.

Senator TAFT. Not just the total number; that does not prove a great deal, but also the time, the average time, that a certain number has been in training.

Mr. MOBLEY. That is right.

Senator TAFT. I think it ought to be in the record if you can furnish those figures.

(The matter referred to is as follows:)

STATEMENT REGARDING LENGTH OF VOCATIONAL TRAINING PROGRAMS REQUESTED
BY SENATOR TAFT DURING THE HEARINGS ON S. 619

It is not possible to give an accurate average length of vocational training courses since the length of courses varies in the different types of training. The following will give some idea of the length of courses in different phases of vocational education:

All-day program.—(These programs are for pupils who are regularly enrolled in schools on a full-time basis.) The length of training programs vary from 1 to 4 years. Most schools where vocational agriculture is taught provide for a 4-year course in agriculture. The same is true for schools offering homemaking training. The schools also offer general education and related subjects.

Part-time program.—(This type of organization is for students who work in private employment and attend school on a part-time basis.) The courses for such groups vary in length from 2 months to several years, depending on the kind of training being given.

Evening program.—(This phase of training is designed for adults.) Many of the courses offered are on an intensive-training basis. The length of such training programs varies widely from 2 weeks of intensive training to more than a year.

In each type of training mentioned above, instruction that deals specifically with the occupation for which training is being offered, is given. During the war there has been no marked changes in the nature of the training as described above. These programs have been carried on under the provisions of the Smith-Hughes and George-Deen Acts and are known as the regular program of vocational education.

Under the two war emergency training programs known as "Vocational training for war production workers," and "Food production war training," intensive

training has been given to prepare individuals for single-skill or semiskilled jobs. These programs have had as their primary objective preparation for efficiency in only one job or skill. Many of the skills or semiskills that have been taught during the war emergency will not be usable in a peacetime economy.

TABLE 3—*Enrollment in vocational schools or classes operated under State plans, year ended June 30, 1940*¹

Type of school	Total	Agricultural	Trade and industrial	Home economics	Distributive education
All types.....	2, 290, 741	584, 133	758, 409	818, 766	129, 433
Evening.....	728, 937	192, 246	167, 908	245, 850	122, 933
Part time.....	535, 358	62, 489	393, 579	72, 790	6, 500
All day.....	1, 026, 446	329, 398	196, 922	500, 126	-----

¹ Source: U. S. Office of Education. Digest of Annual Reports of State Boards for Vocational Education to the U. S. Office of Education, Vocational Division, fiscal year ended June 30, 1940.

Senator TAFT. May I ask, is there any vocational training at all at the elementary-school level?

Mr. MOBLEY. No, sir; not as such. In other words, a person must be near employable age before he can be successfully trained.

Senator TAFT. It is a program run in connection with high schools, as a rule?

Mr. MOBLEY. Or beyond.

Senator TAFT. Do you run them in connection with colleges at all, or is that something separate?

Mr. MOBLEY. In some States they have junior colleges that are carrying on terminal vocational courses. I think Mississippi is one example.

Senator ELLENDER. They are really treated as vocational schools.

Mr. MOBLEY. Yes, but they call them colleges.

Senator TAFT. None of this money goes to a regular college?

Mr. MOBLEY. No; that is right except for teacher training.

Senator BALL. You mentioned that these women in industry are going to demand home economics training. I am wondering how many there are demanding that sort of training.

Mr. MOBLEY. Some of our cities in my State have indicated a great demand for it; that is the reason I put it in my statement.

Senator BALL. Are there courses available now and are women enrolling for it?

Mr. MOBLEY. We cannot at present meet the demands. We have a few going, yes; with the limited funds that we have.

Senator FULBRIGHT. My Mobley, do you ever meet such opposition to your program on the ground that it is Federal interference with local control of education?

Mr. MOBLEY. No, sir; it is under local control.

Senator FULBRIGHT. But there are Federal funds. The objection to Federal aid in other fields is because of the fear of Federal domination of local educational programs.

Mr. MOBLEY. To my knowledge, we have not had any objections on this score in my State, and I am the target for all criticism that is directed at the program.

Sometimes we have local school authorities questioning regulations that our State board makes. In other words, this program is under the States and local school authorities. The State board is the au-

thority for carrying out the program, making regulations, and for safeguarding the money and so forth. So long as the State plans do not conflict with the basic law the Federal authorities must approve the State plans under the terms of this law.

Senator FULBRIGHT. Do the Federal authorities try to dictate the policy to local boards?

Mr. MOBLEY. They never have in my State, and so far as I know in any other State. We have never had any trouble at all with Federal interference or control.

Senator FULBRIGHT. It is generally said wherever the money comes from that necessarily takes the control with it and we should not have Federal aid because of that centralization. I am wondering why you have escaped that particular criticism.

Mr. MOBLEY. Educators often remark in advocating Federal aid for general education that we have for years had Federal aid for land-grant colleges and vocational education and that the Federal Government has not dominated, interfered with, or controlled these educational programs.

Senator ELLENDER. You have not escaped criticism, have you?

Mr. MOBLEY. There may have been some, but we have not had it in my State that I know of.

Senator BALL. How about this \$100,000,000 a year for war training? Doesn't the Federal Government tell you how to spend that?

Mr. MOBLEY. Yes, it does. In fact, the War Manpower Commission has had much to do in establishing policies for this program. Probably as much or more than the educational authorities. But we realize this is a war.

Senator BALL. Isn't it the same situation somewhat?

Now, of course, the local and State authorities contribute more than the Federal Government. If this bill is passed the Federal Government will be spending about \$120,000,000 and the State and local communities about \$40,000,000 or \$45,000,000 a year. It seems to me with that kind of preponderance inevitably the Federal Government is going to exercise considerably more influence as they are putting up more than two-thirds of the money.

Mr. MOBLEY. If you will notice, the bill calls for no Federal funds at all for Federal administration. I am a State employee, and I believe in State rights and I am not uneasy about Federal control under the terms of this bill.

Senator ELLENDER. Wasn't that control Senator Ball referred to relegated to telling you that we need so many welders and so many mechanics?

Mr. MOBLEY. That is right.

Senator ELLENDER. But insofar as the operation of the schools, the Federal Government did not tell you anything as to that?

Mr. MOBLEY. They did not. They had nothing to do or say as to whom we employed or how we handled the general administration of the program. There were some necessary controls during the war period.

Senator TAFT. Haven't you found to date at least that the Federal Bureau of Education has operated almost entirely through the State boards? It seems to me more than any other Federal department they have pursued a decentralized policy of noninterference with State educational authorities.

Mr. MOBLEY. Yes, I think that is true.

Senator JOHNSTON. It is left entirely to the States to set salaries?

Mr. MOBLEY. Yes.

Senator JOHNSTON. They do set a limit as to what salaries can be paid?

Mr. MOBLEY. The State authorities do, the Federal authorities do not. Some State authorities set a limit as to how much aid they will give toward an individual salary of a teacher. This varies from State to State.

Senator DONNELL. Mr. Chairman, I am not a member of this subcommittee. May I have permission to ask a question of the witness?

Senator JOHNSTON. Please go right ahead.

Senator DONNELL. Mr. Mobley, in some of the other educational bills that are pending before this Committee on Education and Labor, not before this subcommittee, but the entire committee, considerable emphasis is laid upon the division of certain of the funds, at any rate according to the relative needs of the States, which induced me to ask this question. I observe in this bill, S. 619, that—

\$24,000,000 * * * shall be allotted to the States and Territories in the proportion that their total population bears to the total population of the United States and Territories.

And then further it states:

\$16,000,000 in the proportion that their nonfarm population bears to the total nonfarm population of the United States and Territories.

And further:

\$4,000,000 * * * in the proportion that their total population bears to the total population of the United States and Territories.

And further:

\$2,000,000 * * * in the proportion that their total population bears to the total population of the United States and Territories.

And further:

\$7,000,000 * * * in the proportion that their total population bears to the total population of the United States and Territories.

And—

\$5,000,000 * * * in the proportion that their total population bears to the total population of the United States and Territories.

And—

\$500,000 * * * in the proportion that their total population bears to the total population of the United States and Territories.

Now, as I read that, every State in the Union and every Territory would, under this bill, be entitled to a proportion of the funds based on these figures of population so that the only certificate that a State would have to present in order to secure a sum of the funds would be a certification of their respective populations rather than a certification of the relative needs of the States.

Would you be kind enough to state to us the reason why this bill divides all of this money, the \$97,500,000, on a basis of comparative population, so that every State, regardless of its relative need, gets some of it rather than on the basis of the relative need of the State being taken into account?

Mr. MOBLEY. Senator, I do not think the bill proposes necessarily to be an equalization measure, but I believe if you will study the figures showing allotments for each State which this method of division of the money provides for, that you will find that to an extent it is equalization. I do not have the figures before me but we can furnish them to the committee if you would like to have them. I think you will find when you study the figures that to an extent it is equalization.

Senator DONNELL. I have no doubt the subcommittee will express its own desires as to those figures, but I wanted to point out that fact and have you give me a statement.

Senator TAFT. I think a table ought to be put in showing the distribution to all the States of these different funds.

Senator JOHNSTON. Yes.

Mr. MOBLEY. Do you want that?

Senator TAFT. Yes; I think it ought to be in the record.

Senator DONNELL. It might, Mr. Chairman, contain some reference as to what the witness believes is an indication that this bill, although it is based on population, is in effect to some extent at any rate an equalization measure. I think it would be well to indicate the basis on which he founds that belief.

Senator ELLENDER. The reason for distributing the funds as you have just indicated, Senator Donnell, is simply this: If you go to (b) on page 4, you will find that the \$23,000,000 is to be spent for agricultural pursuits and because of that the areas where they teach agriculture are taken into consideration, the population of those areas.

Where they teach other subjects, such as training men to do metal work, and so forth, they take another method of allocating and thus in that consideration the farm population is not taken into account.

Senator DONNELL. I can understand that. The point, however, I had in mind might be illustrated this way.

Take State No. 1, a rich State, and amply able to support its vocational education, as well as other types of education. As I understand under this bill it will receive some proportion of the moneys, and it is not to that extent, solely at any rate, an equalization measure. I am not criticizing the bill.

Senator ELLENDER. It was not intended as an equalization bill by any means.

Senator DONNELL. I understand Mr. Mobley to state its works out in that direction to some extent. I think it would be well for him to furnish the conclusions to that effect.

Mr. MOBLEY. I would like to submit that later when I have the figures before me.

Senator ELLENDER. It works in that direction to this extent, in that the money that is to be allocated for farming purposes is allocated to States where farming predominates.

Mr. MOBLEY. And the reason, Senator, it is equalization to that extent is that in the farming areas more children are grown than are reared in the cities and consequently the proportion there helps to make it an equalization to a minor degree.

Senator ELLENDER. For instance, if you took the entire population of the city of New York where there is no farming, or any other large city, you can readily see that the \$23,000,000 allocated for farming purposes would be so distributed that a good deal of it would not find

(The table requested is as follows:)

TABLE 4.—Allotments to States under provisions of S. 619 for various proposed programs of vocational training and retraining

State or Territory	All programs	Area vocational schools (basis, total population)	Agricultural education (basis, farm population)	Home economics education (basis, rural population)	Trade and industrial education (basis, nonfarm population)	Occupational information and guidance (basis, total population)	Public-service occupations (basis, total population)	Distributive occupations (basis, total population)	Office occupational education (basis, total population)	Industrial arts education (basis, total population)
Total	\$99,612,497.79	\$24,277,123.07	\$23,408,398.94	\$16,442,082.20	\$16,486,300.70	\$4,103,399.48	\$2,225,758.21	\$7,044,680.30	\$5,068,315.34	\$556,439.55
Alabama	2,641,653.72	507,265.84	971,932.49	538,305.92	233,132.05	84,544.31	42,272.15	147,952.54	105,680.38	10,568.04
Arizona	4,322,463.20	1,900,000.00	82,821.37	88,567.72	2,800,000.00	2,200,000.00	3,200,000.00	26,074.11	3,200,000.00	4,500,000.00
Arkansas	1,907,644.07	349,054.37	805,590.75	413,180.87	130,859.33	58,175.73	29,087.86	101,807.53	72,719.66	7,271.97
California	4,197,272.05	1,236,826.57	485,160.69	545,957.57	975,940.68	206,137.76	103,068.88	360,741.08	257,672.20	23,767.22
Colorado	824,416.40	201,135.73	182,986.69	145,000.78	136,202.71	33,522.62	3,200,000.00	58,664.59	41,903.28	4,500,000.00
Connecticut	1,023,076.78	306,054.36	2,800,000.00	150,048.87	251,056.64	51,009.06	25,504.53	89,265.86	63,761.33	4,500,000.00
Delaware	415,000.00	1,900,000.00	2,800,000.00	2,800,000.00	2,800,000.00	2,200,000.00	2,200,000.00	3,200,000.00	3,200,000.00	4,500,000.00
Florida	1,303,546.80	339,748.17	220,890.80	231,881.17	249,138.54	36,624.69	28,312.35	99,083.21	70,780.87	7,078.09
Georgia	2,813,117.48	539,329.25	989,606.16	558,153.88	274,788.56	93,221.54	46,610.77	163,137.70	116,526.93	11,652.69
Idaho	507,793.96	93,982.99	146,600.37	94,798.88	2,800,000.00	2,200,000.00	3,200,000.00	27,411.71	3,200,000.00	4,500,000.00
Illinois	4,803,446.99	1,414,068.38	708,395.27	508,412.35	1,082,559.85	235,678.06	117,839.03	412,436.61	294,597.58	29,459.76
Indiana	2,505,654.93	613,776.12	690,801.34	419,336.34	1,082,622.05	102,296.02	51,148.01	179,018.03	127,870.02	12,787.02
Iowa	2,152,868.07	454,498.54	673,589.42	335,907.34	251,530.14	75,749.76	37,874.88	132,562.07	94,687.20	9,468.72
Kansas	1,482,248.80	322,489.43	439,220.74	285,102.39	186,846.63	53,748.24	26,874.12	94,039.42	67,185.30	6,718.53
Kentucky	2,606,369.75	509,533.79	912,563.47	543,555.51	247,951.35	84,922.30	42,461.15	148,614.02	106,152.87	10,615.29
Louisiana	1,980,468.73	423,272.88	617,968.24	376,685.35	236,269.41	70,545.48	35,272.74	123,454.59	88,181.85	8,818.19
Maine	647,664.58	151,703.04	127,561.62	137,275.88	104,988.68	25,283.84	3,200,000.00	44,246.72	31,603.80	4,500,000.00
Maryland	2,325,221.96	326,109.28	177,747.62	201,731.44	246,548.38	54,351.55	27,175.77	95,115.21	67,939.43	6,793.94
Massachusetts	3,473,445.02	772,945.72	606,532.80	124,499.34	642,412.14	128,824.29	64,412.14	225,442.50	161,030.36	16,103.04
Michigan	3,473,445.02	940,150.62	1,080,185.78	490,444.01	686,194.33	156,858.44	78,429.22	274,502.27	196,073.05	19,607.30
Minnesota	2,222,864.78	499,985.14	661,865.42	381,793.63	293,815.37	83,330.86	41,665.43	145,829.00	104,163.57	10,416.36
Mississippi	2,306,736.91	391,027.31	1,015,396.92	476,741.44	122,154.36	65,171.22	32,585.61	114,049.63	81,464.02	8,146.40
Missouri	2,927,211.84	677,676.38	814,415.72	496,632.70	416,111.50	112,946.06	56,473.03	197,635.61	141,182.58	14,118.26
Montana	497,398.04	100,175.37	127,403.14	94,732.44	2,800,000.00	2,200,000.00	3,200,000.00	29,217.82	20,869.87	4,500,000.00
Nebraska	1,124,449.10	295,611.30	360,541.60	218,284.25	127,937.75	39,208.55	3,200,000.00	68,719.96	49,085.69	4,500,000.00
Nevada	415,000.00	1,900,000.00	2,800,000.00	2,800,000.00	2,800,000.00	2,200,000.00	3,200,000.00	3,200,000.00	3,200,000.00	4,500,000.00
New Hampshire	420,670.04	1,900,000.00	2,800,000.00	2,800,000.00	2,800,000.00	2,200,000.00	3,200,000.00	25,670.04	3,200,000.00	4,500,000.00
New Jersey	2,289,628.85	744,913.04	103,525.27	208,402.06	628,584.68	124,152.17	62,076.09	217,266.30	155,190.22	15,319.02
New Mexico	493,838.35	95,226.55	129,063.93	96,773.46	2,800,000.00	2,200,000.00	3,200,000.00	27,774.41	3,200,000.00	4,500,000.00
New York	7,427,334.41	2,413,555.38	528,599.19	629,854.85	1,994,876.08	402,259.23	201,129.61	703,953.65	502,824.04	50,282.40
North Carolina	3,339,840.20	639,529.57	1,200,896.16	707,236.97	299,206.79	106,588.26	53,294.13	186,529.46	133,235.33	13,323.53
North Dakota	673,601.77	114,943.94	237,319.04	138,866.82	2,800,000.00	2,200,000.00	3,200,000.00	33,525.32	23,946.65	4,500,000.00

Ohio.....	4,513,417.36	1,236,866.86	787,815.44	624,784.15	910,532.69	206,144.48	103,072.21	360,752.84	257,680.60	25,708.06
Oklahoma.....	2,030,806.27	418,358.44	673,301.41	396,651.75	220,010.04	69,726.41	34,863.20	122,021.21	87,158.01	8,715.80
Oregon.....	819,400.35	193,117.22	187,247.60	151,935.51	130,021.57	32,519.54	3,200,000.00	56,903.19	40,649.42	4,5,000.00
Pennsylvania.....	6,109,335.96	1,772,711.69	662,002.91	902,151.02	1,406,005.08	295,451.95	147,725.97	517,040.91	369,314.94	36,931.49
Rhode Island.....	506,798.39	127,730.69	2,80,000.00	2,80,000.00	108,913.91	21,288.45	3,200,000.00	37,254.78	26,610.56	4,5,000.00
South Carolina.....	1,809,924.47	340,176.12	663,314.18	390,368.04	153,847.05	56,696.02	28,348.01	99,218.03	70,870.02	7,087.00
South Dakota.....	652,107.26	115,127.65	222,393.57	132,022.21	2,80,000.00	2,20,000.00	3,200,000.00	33,578.90	23,984.93	4,5,000.00
Tennessee.....	2,618,553.07	522,106.21	923,086.93	514,240.32	256,662.74	87,017.70	43,508.85	152,280.98	108,772.13	10,877.21
Texas.....	5,216,580.80	1,148,628.97	1,562,777.25	953,920.45	665,852.64	191,438.16	95,719.08	335,016.78	239,297.70	23,928.77
Utah.....	432,806.55	98,537.70	2,80,000.00	2,80,000.00	2,80,000.00	2,20,000.00	3,200,000.00	28,740.16	20,528.69	4,5,000.00
Vermont.....	415,000.00	1,90,000.00	2,80,000.00	2,80,000.00	2,80,000.00	2,20,000.00	3,200,000.00	3,20,000.00	3,20,000.00	4,5,000.00
Virginia.....	2,299,471.50	479,478.10	713,851.66	471,890.48	264,653.55	79,913.02	39,956.51	139,847.78	99,891.27	9,989.13
Washington.....	1,236,957.83	310,879.81	246,335.11	221,697.57	218,408.82	51,813.30	25,806.65	90,673.28	64,766.63	6,476.66
West Virginia.....	1,575,182.73	340,564.67	385,431.86	372,394.47	214,273.13	56,760.78	23,380.39	99,331.36	70,950.97	7,095.10
Wisconsin.....	2,383,728.94	561,811.72	638,946.40	397,107.81	352,800.61	93,635.29	46,817.64	163,861.75	117,044.11	11,704.41
Wyoming.....	415,000.00	1,90,000.00	2,80,000.00	2,80,000.00	2,80,000.00	2,20,000.00	3,200,000.00	3,20,000.00	3,20,000.00	4,5,000.00
Alaska.....	415,000.00	1,90,000.00	2,80,000.00	2,80,000.00	2,80,000.00	2,20,000.00	3,200,000.00	3,20,000.00	3,20,000.00	4,5,000.00
District of Columbia.....	486,821.09	118,732.10	2,80,000.00	2,80,000.00	103,722.94	2,20,000.00	3,200,000.00	34,630.20	24,735.85	4,5,000.00
Hawaii.....	445,248.63	1,90,000.00	108,140.05	2,80,000.00	2,80,000.00	2,20,000.00	3,200,000.00	22,108.58	3,20,000.00	4,5,000.00
Puerto Rico.....	1,854,880.03	334,706.06	784,568.38	354,754.99	122,848.02	55,784.34	27,892.17	97,622.60	69,730.43	6,973.04

¹ Population allotment less than \$90,000 minimum.

² Population allotment less than \$80,000 minimum.

³ Population allotment less than \$20,000 minimum.

⁴ Population allotment less than \$5,000 minimum.

its way where it is not needed, and to that extent it will meet the need where necessary.

Senator TAFT. Is there anything to prevent this being done, and should there be anything done about it? Supposing today the State of Ohio, let us say, would get \$50,000 and it puts up \$100,000. We will say under this bill they will get \$150,000. Is there anything to prevent their cutting their own contribution down from \$100,000 to \$50,000?

Mr. MOBLEY. I do not think so under this bill.

Senator TAFT. The net result would be an increase in vocational education funds to \$200,000 from \$150,000 but the State of Ohio would be saving itself \$50,000 because of the change in matching requirements. There is nothing in the bill today to prevent that. Should there be a requirement that no State cut down the amount of its contributions, at least, that is not to cut it down?

Senator ELLENDER. As Mr. Mobley pointed out a while ago, Senator Taft, this bill does not in any manner change or affect the present method of allocation under the two bills you mention. Insofar as the sum appropriated each year is concerned, it will rest on its own bottom, that is, for the first 2 years there will not be any matching, but thereafter there would be a matching to the extent of 25 percent to 75 percent. The present law is not in any manner changed, as I understand this bill, so that whatever matching is now provided as to the \$21,000,000 now appropriated, it will not in any manner be affected.

Senator TAFT. They would have to continue to put up the 50 percent. That is the requirement. Most of these States, however, really put up more than 50 percent. This applies to those States only that will proceed to cut down their own contributions materially.

Mr. MOBLEY. Senator, I think I can throw some light on the question.

Under the George-Deen Act, passed in 1936, the funds were so administered, that it was necessary for States to first spend the Smith-Hughes money which had to be matched 50-50, before they could use any George-Deen funds. I do not believe there will be any reduction of State funds. Vocational education today is at an all-time peak in popularity.

Senator ELLENDER. Insofar as meeting your problem, Senator Taft—

Senator TAFT. It will be easy to meet, I was just raising the question.

Senator ELLENDER. I do believe, however, in an amendment to that bill so that the States who become eligible for the money ought to spend as much as they are now spending.

Senator TAFT. There is such a provision in the general provisions.

Senator ELLENDER. I personally believe it would be a good idea to put such an amendment in the bill.

Senator BALL. I am afraid that if the State legislatures would not appropriate additional funds, you will find that States will not use the Smith-Hughes and George-Deen funds. I am afraid that is what will happen.

Senator ELLENDER. Would you object to such an amendment?

Mr. MOBLEY. No; I would not object to it.

Senator TAFT. May I ask one thing more?

As to adult education, is that entirely distinct from vocational education?

Mr. MOBLEY. Of course, as I mentioned sometime ago, 50 percent or more who are enrolled under the regular program are adults.

Senator TAFT. I understand there are courses in general adult education—

Mr. MOBLEY. Those do not come under this.

Senator TAFT. I think there was a bill last year providing an additional Federal aid for adult education.

Mr. MOBLEY. That is not included in this, not at all. In other words, if an adult enrolls in a vocational course, it must be in vocational education, not in general work.

Senator JOHNSTON. The next witness is Mr. Sylvester H. Dretzka.

STATEMENT OF SYLVESTER H. DRETZKA, NATIONAL JOINT COMMITTEE ON DISTRIBUTIVE EDUCATION FOR PHARMACY

Mr. DRETZKA. My name is Sylvester H. Dretzka. I live in Milwaukee, Wis. I am a member of the National Joint Committee on Distributive Education for Pharmacy. My occupation is that of secretary of the Wisconsin State Board of Pharmacy.

The Joint Committee on Distributive Education for Pharmacy is comprised of representatives of the four associations directly interested in the profession as it applies to the retail practice of pharmacy in the Nation's communities, and in the educational problems pertaining thereto. These organizations are:

The National Association of Retail Druggists.

The American Pharmaceutical Association.

The National Association of Boards of Pharmacy.

The American Association of Colleges of Pharmacy.

In the aggregate, these organizations represent some 52,000 retail drug stores throughout the Nation; the 78,000 registered pharmacists who serve the Nation's health needs through these stores; the colleges of pharmacy responsible for the training and education of pharmacists; and the examining and enforcement bodies having control of the standards for pharmacy in the 48 States.

I am appearing at the request of George A. Bender, who is chairman of the Joint Committee on Distributive Education for Pharmacy, who is unable to be present in person. The committee desires to urge the passage of bill S. 619. The committee feels that the bill and its purpose will prove of benefit to the people of the Nation.

Specifically, the joint committee which I represent is interested in section (g), authorizing appropriation of \$7,000,000 each year for training and research in the field of distributive education; and in section (a), authorizing appropriation of \$24,000,000 for developing and operating area schools. Our interest in section (a) relates to its supplementation and facilitation of the distributive educational program contemplated under section (g). We desire to urge the passage of S. 619, and that section (g) and (a) be retained in the final bill substantially in the form proposed.

During the past 8 years, retail druggists and their store personnel, including both registered pharmacists and unregistered salespeople, in some of our States have enjoyed in a limited way the advantages of the distributive education program provided for under the George-Deen Act. Notably, these have been North Carolina, Michigan, South Dakota, Utah, Indiana, and recently Minnesota and my own State of Wisconsin. The Wisconsin program was the first to have been undertaken in the field of retail pharmacy, and also has the longest

and most consistent record of activity. Other States have developed their program to greater or lesser degrees.

In Wisconsin, classes have been held in 8 to 10 communities each year, at 2-week intervals during the past 8 years, with an average of 15 classes a year in each community. Approximately 400 pharmaceutical and drug-store employees attend these classes each year. Some of these men and women, before gasoline rationing, drove 50 to 75 miles to attend these classes. A full-time itinerant instructor has been employed to conduct these classes. They have been most successful in our State.

The greatest handicap, and the one that has prevented the greater utilization of this educational program in other States for the benefit of the personnel and management of retail drug stores, has been the lack of a comprehensive, over-all training program specifically designed for the guidance of vocational teachers in the field of pharmacy. It was to solve that problem that this joint committee was formed some 5 years ago.

The committee has developed a comprehensive subject-matter outline embracing three divisions—refresher material on the professional aspects of pharmacy, to assist those who have been out of school for some time to keep up with their professional advancements; drug-store operation and management; and merchandising information by departments. The latter division, while of interest to managers and registered pharmacists, was particularly designed to be of benefit to those employees in the drug store who are not registered, but who perform important distributive services to the public and who need special training for that type of work.

The subject-matter outline was developed by the joint committee and approved by each of the parent associations and by the United States Office of Education; and the next step was to have prepared a comprehensive teaching outline for the instructors in this field, amplifying the subject-matter outline and putting it into workable shape for use by individual vocational instructors in each State and community that desired such service. At this point, the committee hit the snag of insufficient funds with which to carry out this important but large assignment. The funds allocated under the George-Deen Act could not be stretched far enough to include this work.

To date, about two-thirds of the teaching outline for division 1 of our program has been completed. Considerable work has been done on division 3, but it still is far from being in shape for publication and use. Division 2, relating to management, has not yet been worked upon. The reason, funds have not been available, under the present laws, to make possible the hiring of subject-matter specialists of the proper caliber and for the time necessary to complete the work.

Once this program is completed, the joint committee will be in a position to approve it in behalf of our profession and to arrange for its release through the United States Office of Education, so that the distributive educational program for pharmacy may be launched in each State and community that desires it.

The committee feels that the appropriation contemplated under section (g) of S. 619 will make it possible to complete the teaching outline in the field of retail pharmacy and to make possible the hiring and activating of competent instructors in each State, making available this important distributive educational material to drug-store

employees and managers in every community where there is a desire for this excellent educational service.

Like all other distributive fields, the drug stores face a tremendous problem following the war of creating jobs for returning veterans and displaced war workers. There is a crying need for help in our drug stores today; and there will be thousands of jobs open, both for registered pharmacists returning from the armed services and for unregistered personnel. The drug stores will be faced with a prodigious task of training and retraining these people. Many jobs will be open to young people and to those without previous experience in drug stores. These people will need comprehensive and intelligent training, such as the program we are seeking to complete would provide. Returning pharmacists, removed from active drug-store service for several years, will need to be refreshed, or brought up to date, on many phases of the professional service that they will be expected to render on their return to civilian life; and also they will need the basic distributive refresher courses, too. Therefore, our committee sees in the future a great need for the type of distributive training which it is trying to develop in cooperation with the Business Education Service of the United States Office of Education.

Because it is believed that passage of S. 619, and particularly sections (g) and (a) as proposed, will facilitate completion of this program of distributive education for pharmacy, because it will then be possible to make this program available to thousands of drug-store employees and managers throughout the Nation, and because it is felt that this educational program will make possible better, more efficient, and more economical drug and health services through drug stores to the citizens of our many communities, the Joint Committee on Distributive Education for Pharmacy and the associations represented in its membership urge the passage of S. 619, with sections (g) and (a) retained in their present form.

In addition, I have a list of the personnel of the Joint Committee on Distributive Education for Pharmacy, and they are as follows:

The National Association of Retail Druggists: George A. Bender (chairman), Theodore Christianson.

The American Pharmaceutical Association: Joseph J. Shine, J. Harry Lindahl.

The National Association of Boards of Pharmacy: Sylvester H. Dretzka, Patrick H. Costello.

The American Association of Colleges of Pharmacy: Earl R. Serles, Arthur H. Uhl, A. Hamilton Chute.

Senator JOHNSON. Are there any questions?

Senator TAFT. I want to get an idea exactly what it is they learn. A pharmacist has to take a regular college course?

Mr. DRETZKA. Yes, Senator; but we have employees who are not registered pharmacists.

Senator TAFT. You speak of registered pharmacists; they do not have to take vocational education courses for that purpose?

Mr. DRETZKA. We do, however, refresh them on newer products coming onto the market. You see, we have many potent drugs of which they have not had any information in their schools. I mean, they have probably been away from school 5, 10, or 15 years.

Senator TAFT. What kind of a course does a pharmacist take?

Mr. DRETZKA. They take both a course in public health items and also we may cover professional information.

Senator TAFT. College courses?

Mr. DRETZKA. Not for credits—oh, I see what you mean. Pharmacists take a college course.

Senator TAFT. Registered pharmacists have to take a college course?

Mr. DRETZKA. A 4-year college course.

Senator TAFT. You mean after completing a college course you have to go to a vocational school to pick up on new items such as penicillin?

Mr. DRETZKA. Merely for the purpose of giving them information as to new products on the market.

Senator TAFT. That seems to me to be a poor way of going about it. How about the sales force—do the clerks get some advantage from it?

Mr. DRETZKA. Oh, certainly.

Senator TAFT. Is it more for clerks than pharmacists?

Mr. DRETZKA. It is more for clerks than pharmacists. It would be proper to point this out. We have pharmacists who cannot get away from their localities, and they will profit from this type of education. Over 65 percent of our stores are what we refer to as one-man stores. There is only one pharmacist, and he cannot go to a center of learning. He cannot get away from his store.

Senator TAFT. It seems to me somewhat extraordinary to go to the expense of setting up special schools to teach pharmacists, to bring pharmacists up to date in pharmacy. It seems to me they ought to go to a medical school where they can learn the facts and not have a special vocational school in every city to bring pharmacists up to date.

Mr. DRETZKA. May I point out that for every one of the 78,000 pharmacists there are 2 or 3 other employees in every store.

Senator TAFT. Is that generally true of all distributive trades, retail stores? Can all clerks get an advantage from a vocational school?

Mr. DRETZKA. Certainly. You see, 50 percent of our sales are in public health items which may be sold by others than pharmacists. The pharmacist merely fills the prescriptions, but the other employees may sell, let us say, rubber goods and many other public health items.

Senator TAFT. You find that they get a substantial advantage from these courses and are better salesmen from the training?

Mr. DRETZKA. Very definitely.

Senator TAFT. Have the pharmacists anywhere set up schools of their own to train employees?

Mr. DRETZKA. They need to go to a center of learning, let us say, for a week or two, or perhaps a year, but our men cannot get away due to the shortage of pharmacists. They must stay in their home territories.

Senator TAFT. I understand that.

I wonder if the pharmacists' associations have contributed anything in the way of schools for training clerks?

Mr. DRETZKA. We have two colleges in the country that attempt to give them refresher courses. The Philadelphia College of Pharmacy and the Minnesota University College of Pharmacy have continuation centers where they might go for a week at a time. However, that in itself is not sufficient to keep a man refreshed, and only a small percentage take advantage of those facilities due to their State law requiring they be on the job at all times when the store is open.

May I clarify one point, Senator Taft? The pharmacists are not excluded from these classes. We may go there and benefit from the classes as well.

Senator TAFT. Most pharmacists have to do selling, too, I assume.

Mr. DRETZKA. Yes; you see, we have pharmacist employees as well as pharmacist owners. We do not exclude them from any of these classes.

Senator TAFT. What about the business of becoming a store owner? Is the training useful in teaching a man to start a drug store? Suppose one of these GI's coming back decided he wanted to go into business and, let us say, open a drug store. Could he, from these vocational courses, learn enough to give him a little better start in that business?

Mr. DRETZKA. I think it would help tremendously. In fact, from a questionnaire sent out by us to pharmacists in the service over 40 percent had designated they would like this type of education at this time to brush them up.

Senator JOHNSTON. Are there any other questions?

The next witness is Miss Alberta M. Macfarlane.

Will you state your name and whom you represent?

STATEMENT OF ALBERTA M. MACFARLANE, EDUCATIONAL DIRECTOR, NATIONAL RESTAURANT ASSOCIATION

Miss MACFARLANE. My name is Alberta M. Macfarlane, educational director of the National Restaurant Association.

Possibly I should first explain that the National Restaurant Association is a trade association and a nonprofit organization which has been in existence for 27 years. It represents the restaurant industry throughout the country. With its State and local affiliations, the volume of business done by its members is 80 percent of the volume of restaurant business done in the United States.

IMPORTANCE OF RESTAURANT INDUSTRY IN OUR NATIONAL ECONOMY

In our national economy this business represents a sizable sum—billions of dollars.

Prior to the war the restaurant industry was the fourth largest retail industry from the standpoint of sales. The volume of sales in the restaurant industry was exceeded only by sales in department stores, motor vehicles, and filling stations.

A recent issue of *Business Week* predicted that in dollar volume of sales, eating and drinking places in the postwar period would be exceeded only by motor vehicles, grocery, and combination stores. This means the restaurant industry will rank third in dollar volume of sales.

From the standpoint of outlets, it is the third largest service retail industry in the Nation. There are 170,000 restaurants in the United States, and this does not include hotel dining rooms, industrial cafeterias, or food operations in variety stores, drug stores, department stores, in bus terminals, or in any place where the sale of food is secondary to the main line of business. Only 23,320 restaurants in the United States serve 15,000 meals a month.

Everything points to a great future—an ever-expanding one—for the restaurant industry. More and more people are becoming interested in it for a livelihood. Constant improvement in food, service, and surroundings has, through the years, helped to increase business, but many other factors at the present time enter into the picture.

Circumstances are increasing which make people who formerly ate at home, now dependent upon restaurants. The restaurants' customers number 50 million daily.

Some factors which predict continued expansion and excellent opportunities for employment in the restaurant industry are the servant problem, the increase in apartment dwellers, the tendency toward urban dwellings, and the number of women in industry and intending to stay in business. Eating out has become a daily necessity for millions of people—50 million every day. Few industries come in contact with so many people daily or play such an important role. This is why training such as could be set up under the appropriations of bill S. 619 is so important to our industry, as well as to other service industries.

MANY PERSONS LOOKING TO THIS INDUSTRY FOR THEIR LIFE WORK

Many people, both returning service men and women as well as many now in other fields, are contemplating getting into this industry after the war. They should be encouraged to do so, but only if definite opportunities for training can be set up so that they do not become business casualties or become branded as failures. That means the greater appropriation under bill S. 619 should be granted and that the restaurant industry, together with other service industries, have greater facilities for training.

FAILURES IN THE RESTAURANT INDUSTRY

There are many, many failures in the restaurant industry, all stemming from lack of knowledge. Dun & Bradstreet in 1944 said:

Restaurant keeping is the most hazardous of all retail lines. Although a restaurant continues to operate in a specific location for many years, there may have been several reorganizations or changes of ownership during that time, each entailing loss to the proprietor and creditors. Of all the eating places opening at one time, half will be gone or will have changed hands within a year. Eighty percent will go out at the end of 5 years. These figures compare unfavorably with other retail trades as a whole.

Well, knowing this past record, are we casually going to let these losses repeat themselves? Surely something must be done to prevent these failures. Training for the job is the answer, and this is where a larger vocational education appropriation than in the past will be needed for the service or distributive trades.

CLAMORING FOR TRAINING PROGRAMS

Our men—and women—in the armed forces are already thinking about training—training for our industry. They have seen how effective training programs in the Army have proved in producing excellent results in the shortest period of time.

Let me here read you samples of letters that come to our office every day and have been coming for over 2 years.

Joseph Emperor says:

Upon discharge from the Army after the war I want to obtain as much training and as good training as possible in cooking, taking advantage of the educational provisions of the GI bill of rights. I should be willing to pursue a 2-, 3-, or 4-year course of training if necessary, my object being to reach ultimately the point where my job would consist of developing rare and unique dishes of the highest excellence, such as produced by the best hotel chefs.

Senator TART. Do I understand he is now practicing on the GI's; is that it?

Miss MACFARLANE. I do not think he is; some of them are, however.

Robert Dahn, from a Navy hospital, writes:

I have had many years' experience as a chef, and upon my discharge from the Navy I would like to take a refresher course in cooking along the fields of gelatin work, ice work, and wax work in order to be trained as a supervisor in that line.

Another veteran writes:

I have recently returned from 20 months' duty in the Southwest and Central Pacific. At times I had the opportunity to think of what I should like to do when all this ends. I want to go into the restaurant industry. Please send me all the information available regarding the restaurant business—costs of operation, purchasing, menu planning, percentage of profit, etc., and also information on where I can take extension or short intensive training courses in restaurant management. I am not interested in a long university course.

This is what another one writes:

I want to go into the restaurant business and can give several months to learning the fundamentals of the business. Do you know of a vocational school where short courses in restaurant operation are available?

But civilians, too, are thinking of getting into this business. Miss Pauline Woodward, Dublin, Ind., writes:

For 18 years I have been teaching Latin and English, but have decided to pull up pedagogical stakes and start a tea room at the end of the war. My ignorance of this phase of work is abysmal, but it is an obstacle that can be overcome. Please send me reading lists on restaurant operation and tell me where I can get practical training in tea-room management.

These letters are typical of many, many others in the files of the National Restaurant Association.

After a boy has been overseas for months or years, he is not interested, as a rule, in a college course in restaurant administration which leads to a degree, but he is interested in taking short intensive training courses such as could be set up in units under the vocational education program. A person could then be trained for any one of the 44 jobs in restaurants listed on this card. Many of these jobs come under the field of distributive education.

THE GI BILL OF RIGHTS

The GI bill of rights makes generous provision for the education of veterans in enabling them to finance themselves while taking courses. But we are not actually doing what we should toward the veteran's education unless we set up the courses which he is interested in taking. This is not now being done. Many will not want to go to college and some could not meet the requirements if they did. However, as the

result of the training they have received in the armed forces, their educational achievements will be greater than their academic records indicate. They are entitled to recognition of that achievement. The modest sum asked for distributive education in bill S. 619 would enable vocational centers to be organized and staffed for the specific training indicated.

Furthermore, by having this training recognized, planned, and directed through the proper channels, ethical training centers will be established. It will then be the veteran's and civilian's own responsibility if he is exploited by fly-by-night instruction courses offered.

As hereinbefore stated, lack of knowledge, which results in inefficiency, is the chief cause of failure in the restaurant industry and this is true whether one is in business for one's self or working for someone else. Proper training for/on the job is essential. We all want to keep wages up in the postwar era to keep earning power at a high level. But this can be done only if efficient methods of operations are known. Otherwise there will not be sufficient money in the budget to meet the pay roll and all the other operating expenses. Through greater efficiency, standards in the industry will be raised and better wages, better service, better food, better preparation, and all-around better restaurants will result.

Economists tell us that prosperity, as opposed to depression in the postwar period, will depend upon getting a large proportion of our population into service industries, or a smaller proportion engaged in manufacturing and farming. Our main attention after the war should be in seeing that these service industries are given every opportunity to expand. Colin Clark and Allen G. B. Fisher in the July 1944 issue of *Harpers* stated that in a really advanced economy the proportion of the people engaged in the services gains at both the expense of manufacturing and farming. A high concentration in the service industries indicates a sign of a high standard of living.

And in what industry could employment be more secure than in the restaurant industry? People may decide to economize on clothing, travel, or amusements but food they must always have, and 25 percent of all the food used in the United States is used in hotels and restaurants. Food—the merchandise of the restaurant—has gained a place in our national economy and in our national thinking second to no other item. Better health through better nutrition and better sanitation methods should be the aim of everyone.

In restaurants, employment is steady in booms and depressions. There are no dull seasons—no seasonal swings of unemployment. The restaurant industry is a natural for employment but for this employment, essential training is necessary if failures are to be averted. This is why the passing of the vocational bill S. 619 is so important to the service industries and to the Nation as a whole.

Good use has been made of the limited amount of money formerly available for distributive education. In the restaurant industry, a very valuable book, *Training Restaurant Sales Personnel*, was written. This is used as a textbook, and nothing so comprehensive or comparable to it had ever before been done for the industry. In addition, for 1943-44, vocational classes were held in 38 States and in the District of Columbia, Hawaii, and Puerto Rico; in 216 different communities,

and were attended by 15,000 persons. The classes included instruction in waitress training, sanitation and food handling, food production, nutrition, job-instruction training, and other phases of restaurant operation.

The National Restaurant Association is strongly in favor of the passing of the vocational-education bill, S. 619.

I would like to have included in the record this booklet entitled "What Job Do You Want"?

(The documents referred to follow:)

WHAT JOB DO YOU WANT?

CONSIDER THE ADVANTAGES THE RESTAURANT INDUSTRY OFFERS YOU

1. It is the third largest retail industry in the United States, doing over \$3,000,000,000 annually.
2. Jobs are plentiful as there are restaurants in every community.
3. The industry is growing rapidly as more people eat in restaurants every year.
4. Employment is steady—no lay-offs, no dull seasons.
5. Steady wages in booms and depressions, in war and peace times.
6. Wages are comparable with those in other retail fields; in addition, meals and uniforms are usually furnished.
7. Opportunities are given for training on the job.
8. Jobs are available for both sexes and in all age groups.
9. Part-time workers can also find employment.
10. Chances for advancement—all the way to the top.
11. A knowledge of good restaurant service is a valuable asset for any boy or girl.
12. Opportunities for community service bring recognition and satisfaction to the worker.

Jobs available in the restaurant industry:

EXECUTIVE AND OFFICE

General manager
Assistant manager
Food-production managers
Assistant-food-production managers
Dining-room manager
Purchasing agent
Food-cost accountant
Personal director
Bookkeeper
Telephone operator
Multigraph operator
Housekeeper

KITCHEN AND BAKE SHOP

Foreman
Cooks
Assistant cooks
Bakers
Assistant bakers
Pastry cooks
Kitchen helpers
Vegetable preparers

SERVICE DEPARTMENT

Porters
Dish washers
Pan washers
Cleaning women

DINING ROOM SERVICE

Counter supervisor
Hostess
Cashiers
Food checkers
Food tabulators
Counter women and men
Waitresses and waiters
Bus girls and boys

PANTRY

Pastry supervisor
Salad workers
Sandwich makers
Pastry workers
Soda-fountain dispenser
Beverage dispenser

MISCELLANEOUS

Engineer
Maintenance men
Store-room men
Butchers
Landry operators
Menu makers

NATIONAL RESTAURANT ASSOCIATION
Chicago

Senator JOHNSTON. Are there any questions? If not, the committee will adjourn until 10 o'clock tomorrow morning.

I regret that we have to end at this hour when there are still witnesses to be heard, but we have to be present when the Senate is in session. They meet at 12 o'clock and we are late now.

(Whereupon, at 12:15 p. m., the committee adjourned until 10 a. m., Tuesday, May 1, 1945.)

VOCATIONAL EDUCATION

TUESDAY, MAY 1, 1945

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D. C.

The subcommittee met, pursuant to adjournment, in room 357, Senate Office Building, at 10 a. m., Senator Olin D. Johnston presiding.

Present: Senators Johnston (presiding), Taft, Donnell, and Morse.

Senator JOHNSTON. The hearing will please come to order. I would first like to make the announcement, as I have been requested. If there is anyone here who is looking for the hearings on the Philippines independence bill, they will go to room 424. They asked me to announce that, as there might be someone who might want to be heard up there.

Our first witness today is Mr. W. A. Lloyd.

STATEMENT OF W. A. LLOYD, WASHINGTON REPRESENTATIVE OF THE ASSOCIATION OF LAND-GRANT COLLEGES AND UNIVERSITIES

Mr. LLOYD. Mr. Chairman and gentlemen of the committee, my name is W. A. Lloyd. I am the Washington representative of the Association of Land-Grant Colleges and Universities. I am testifying by direction of the executive committee. I have with me Dean Arthur Deering, of the College of Agriculture, of the University of Maine, and Dean I. O. Schaub, dean of the College of Agriculture and director of the agricultural extension service, North Carolina State College, and also Director Knapp, director of extension of the West Virginia College of Agriculture.

To save you time, I will adhere pretty closely to this paper which I shall read and file for the record.

Our association is made up of 54 State colleges and universities which were created under the provisions of the Land-Grant College Act of 1862, usually referred to as the Morrill Act, named for Mr. Morrill, of Vermont, who introduced the bill in the Congress. There is at least one of these institutions to each State, in Alaska, Hawaii, and Puerto Rico. In Massachusetts there are two such institutions receiving the benefit of this act—the Massachusetts State College, at Amherst, and the Massachusetts Institute of Technology, at Cambridge. The association is primarily interested in the coordination of effort of the several State colleges and universities and their articulation with the far-flung activities of the Federal Government in the field of public education.

These State colleges, often called agricultural and mechanical colleges, have an abiding and historical interest in all matters relating to vocational education in the field of agriculture and the mechanic arts. They represent the first interest of the Federal and State governments in this field. There were several "farmers' colleges" and agricultural colleges before the passage of the act of Congress of 1862. Some of these were private schools and some were receiving grants from the State legislatures. The Morrill Act made possible the establishment of at least one such institution in each State through grants of public land, the proceeds from the sale of which were to be a permanent fund to be used toward the support of the institution. Their purpose was to be, and I quote from the act:

without excluding other scientific and classical studies and including military tactics, to teach such branches of learning as are related to agricultural and the mechanic arts, in such manner as the legislatures of the State may respectively prescribe, in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions of life—

Please note the language—

liberal and practical education of the industrial classes.

The popular conception of these newly established colleges at the outset was primarily vocational. At that time there was precious little, except in the field of chemistry and botany, for the "professor of agriculture" to teach. Because of this and to meet the popular demand for "practical," vocational training and guidance many of these new colleges operated practice farms on which the students worked a part of each day or week and received direct vocational training in the use of farm machinery, the planting and growing of crops and the care of farm animals. The professors attended farmers' institutes, gave lectures, and established the tradition that the campus of the "A. and M. college," as they were often called, was coextensive with the boundaries of the State. They were to give practical instruction not only to the few who enrolled in the college but to the whole rural and mechanical population of the State. This was a new idea as to the obligation of educational institutions. At the outset the entrance requirements of some of these institutions were such that even a high school education was not required; they were indeed "peoples' colleges."

Twenty-five years later, in 1887, the Congress passed the Hatch Act establishing the State agricultural experiment stations. Again note the language of the act. I quote:

To diffuse useful and practical information on subjects connected with agriculture and to promote scientific investigation and experiment respecting the principles and application of agricultural science—

and so forth. Note the recurrence of the word "practical" and also the congressional mandate for the stations to diffuse this information among the agricultural classes. The first work of the State experiment stations was very largely in the vocational field. They issued popular bulletins; they made field tests and demonstrations on the farms throughout the State; substations or test farms were established; field days at the station were held. There were agricultural trains and fair exhibits supervised by the station to carry the results of experiment to the farmer's doorstep. These stations as a part of the college

were helping in fulfilling the vocational obligation of the institution to the whole rural people.

The demand by farm people for this extra curricular work became so great that in 1914 the Congress passed the Smith-Lever, or Agricultural Extension Act, thus completing the organization structure of the land-grant college; classroom teaching, research, and extension. Note again the language of the basic Extension Act. I quote:

That in order to aid in diffusing among the people of the United States useful and practical information on the subjects relating to agriculture and home economics, and to encourage the application of the same, there may be inaugurated—and so forth. It is interesting to note the recurrence of almost identical designation of purpose in these three great acts of the Congress brought into being over a period of 50 years. The recognition of the primacy of the State college in the field of vocational training of the agricultural and industrial classes would seem to be thoroughly established by repeated designation by the Congress.

The new extension division of the agricultural college was to take over the vocational-training work of the resident faculty of the college and the experiment station investigators and devote full time to carrying the vocational work to the people. This it was to do. I quote from the act:

through demonstration, publications, and otherwise—

and please note the “otherwise” which has pretty broad implications and might include the establishment of secondary agricultural schools. Indeed there were many who thought this might be a proper approach to the obligation imposed by the act. The committee hearings and the debate in the Senate and the House, however, clearly indicated that the extension work was to be in the field and in the home rather than in the school. In the words of Congressman Lever in presenting the bill to the House—

it would show the farmer by concrete visible example made under his own vine and fig tree as it were that there were practices better than those he was following.

The practical demonstration in the home and on the farm in which the farmer, his wife and children personally participated was to be the basis of the vocational training under the Extension Act.

This extension force now consists of about 9,000 workers, of which more than 5,000 are workers in the counties. They reached directly almost three-fourths of our 6,500,000 farm families and 1,700,000 boys and girls through the 4-H Clubs. They are doing a magnificent job in the field of vocational training.

A few years later the Congress passed the Smith-Hughes, or Vocational Education Act, approved February 23, 1917, Sixty-fourth Congress, an amendment and expansion of which is provided for in S. 619, now under consideration by this committee. This act provided for vocational education in agriculture, home economics and the industrial arts primarily through “organized classes” in the public schools of “less than college grade.” At the time the act was passed the schools which Congress had in mind specifically were the high schools. There is not time here to go into an exhaustive analysis of these two acts. Broadly speaking, they are both directed toward contributing toward the vocational education of the “agricultural and

industrial classes" which is the underlying purpose of the Land-Grant College Act of 1862.

The basic difference in these two acts is in the attack on the problem. The extension approach is in the home and on the farm—through demonstration; the Smith-Hughes approach is in the school and through organized classroom instructors, but the language of the Smith-Hughes Act is also broad and general. Under it there is authorization for home practice work with the young people attending the vocational schools and for night classes for adult work with farmers and farm women.

During the 30 years of the operation of these two splendid laws the extension forces of the land-grant colleges and the teachers in the vocational schools have worked along side by side drawing their clientele from the same groups. For the most part there has been fine cooperation and mutual reinforcement. The land-grant colleges have trained the teachers for the vocational schools and the vocational schools have provided an opportunity for more systematic study for the young people in the 4-H and young farmer and young homemaker extension clubs. There has been conflict; there has been duplication of effort. It is permitted under the laws. Ambitious administrators and teachers may at times have stretched the meaning of legislative enactment into twilight zones. There has been confusion among the rural people because of the activities of the two agencies of Government in what seems to be the same field.

Where two administrative agencies get to bickering it is, unfortunately, the people they are intended to serve that suffer. The best time to stop a fight is before it starts.

That the situation has been generally good and the competition kept at a minimum, for the most part, is largely due to the fact that both vocational schools and extension services have been far too small to reach all the people contemplated by the laws. There has been four or five times as much work to do as there were workers available by both agencies. It seemed childish to quarrel over potential prerogative when neither agency could meet the plain requirements of the law.

The legislation you are considering, however, provides for large increased grants of funds for vocational education as contemplated by the Smith-Hughes and the George-Deen Acts, and for an expansion of this field of work, making further duplication possible. If these funds are made available, then with a tremendously increased number of vocational schools and with an expanding extension force the opportunities for conflict and duplication under the law are multiplied manifold.

Whether so intended or not the general language of the pending bill would seem to give license to the vocational teacher to occupy quite completely the whole field of agricultural extension, particularly in the field of 4-H Club work and older rural youth as well as with adults. I am not at present actively engaged in educational work. We will present witnesses who are so engaged who can speak to you out of their experience. Over a period of 80 years the Congress has, over and over again, recognized the primacy of the State college in the field of vocational education for farmers. As never before the complexities of the moment demand unity of approach and unity of program in the field of agricultural education. It would seem that the

State college, with its established plant, its experimental plots and research staff and laboratories, its far-flung extension force, is best able to be the focal point for all activities in this field. There should be complete harmony between the teaching in the school and on the farm and in the home. The classroom and the demonstrations should teach the same lesson. It is the belief of the land-grant colleges that this entire program should have the approval of the State college. Agreement should be reached on the State level before the program is effectuated.

In closing I wish simply to call attention to a few matters which the land-grant colleges think should require closer definition than is now in the bill.

The bill provides, on page 5, line 21, for special attention to "out of school youth." These in the rural districts are the special interest of extension. It is from their ranks that the real future farmers of America are chiefly recruited. They are not in school. They have finished their formal education in the grades for the most part. They seem to be peculiarly the potential clientele of the extension service. We are also much concerned with the "area schools" provided for in the bill. What are they to be? We assume they are to be "less than college grade," but under the definition of the term in section 8, page 16 of the bill, it seems possible to establish what might be termed junior colleges in agriculture and home economics and the mechanic arts.

With these area schools, or agricultural junior colleges, established conveniently throughout the State, the State colleges might easily stand to lose a large part of their student body for which the State and Federal Governments have at great expense provided facilities. Will the people of the State be better served by such a plan?

Section 8 of the bill, page 16, lines 4 to 9, presumes to define the term "less than college grade." The meaning of this section seems somewhat hazy. We should like to propose an amendment by inserting after the word "to" in line 8, the words "college credit or", making this phrase read "and which does not require college matriculation or lead to college credit or a college degree."

Dean Schaub, who will follow me, may suggest some other specific amendments to this bill which may help in clarifying the language used.

I wish to propose the following general amendment to section 5 of the bill to appear at the end of this section after line 16 on page 15 as follows:

No part of the appropriations authorized to be made under this Act or preceding legislation shall be used to duplicate the work of the cooperative extension service of the State land-grant colleges and the Federal Department of Agriculture as carried on under the provisions of the Act of Congress of May 8, 1914 (38 Stat. L. 372 and succeeding legislation).

Let me say this final word—the land-grant colleges established as I have tried to show as primary agencies in the field of vocational education wish to register their enthusiastic support for additional funds in this field. We believe also the vocational schools under the Smith-Hughes Act have done and are doing a very fine and constructive piece of work. We suggest that now after 30 years of experience by both agencies, extension and the schools, there is possible need for

the establishment of legal boundaries designated by the Congress that we may remain good neighbors. There is rarely a lawsuit over a good line fence. It is the insecure one that starts quarrels. There is need of clear-cut definitions of respective fields of work and activities that will not handicap proper and needed service under the law but which will safeguard the public from possible waste of funds, duplication of effort, and needless conflict of administrative agencies.

Mr. Chairman, that is all I have to present. I would now like to call Dean Schaub.

Senator JONNSTON. Just a minute, please. Are there any questions?

Senator DONNELL. Mr. Lloyd, I would like to ask you whether or not you think that vocational education should be primarily directed from Washington as distinguished from the States?

Mr. LLOYD. My answer to that would be that most emphatically it should not.

Senator DONNELL. In some other pending educational bills we have before our committee at this time, very special emphasis is given by proponents of those bills on what they assert to be recognition of the right of the States to direct the conduct of their educational facilities and the maintenance and management of their educational systems. Do you concur in the advisability of that?

Mr. LLOYD. The land-grant colleges would like to see that maintained in all phases of education.

Senator DONNELL. Let me ask you this question with respect to that. On pages 2 and 3 of S. 619, I observe this language:

That in order to secure the benefits of the appropriation for any purpose specified in this act, the State board for vocational education shall prepare plans, showing the kinds of vocational education for which it is proposed that the appropriation shall be used; the kinds of schools and equipment; courses of study; methods of instruction; qualification of teachers, teacher-trainers, supervisors, and directors; plans for the training of teachers—

Then, we find this sentence:

That such plans shall be submitted by the State board for vocational education to the United States Office of Education and if the United States Office of Education finds the same to be in conformity with the provisions and purposes of this act, the same shall be approved.

Now, the question that is in my mind is, and I ask it of you, Does not that ultimate power vested in the United States Office of Education cover all of these types of matters—

the kinds of schools and equipment; courses of study; methods of instruction; qualification of teachers, teacher-trainers, supervisors, and directors; * * * plans for the supervision of training—

does not that provision which I have read from page 3 require the submission by State boards of all of these matters to the United States Office of Education ultimately vest the power to deal with these subjects in the United States Government, rather than in the local State administration, sir?

Mr. LLOYD. As I read that, Senator I would not be apprehensive of that condition arising. I think it is entirely proper, when the Federal Government provides funds that it should have some review of the expenditure of those funds to see they are extended in accordance with law. That, it seems, is only proper.

If I understand the language of this section, that is about what is intended here.

In various grants that we receive under the Smith-Lever, Capper-Ketcham, and Bankhead-Jones Extension Acts, somewhat similar language occurs. Plans of work that is to be carried on are submitted to the Department of Agriculture. However, it is the State that determines the value of the respective fields of work; it really determines the program. What the Department does, is to see that money, once it is granted to the State, is not diverted to something which is not contemplated by Congress.

Senator DONNELL. I do not observe in this bill any recital similar to that in these other measures before our committee, which undertakes specifically to insure State control of the administration of education, and it seems to me, Mr. Lloyd, and I may be entirely wrong—and if I am I wish you would correct me—but it seems to me that where a bill provides that all of these matters such as methods of instruction and courses of study—when it requires all of those plans to be submitted by the State board after it shall have devised them, to the United States Office of Education, that it ultimately vests in the United States Office of Education a tremendous power over the actual operation of the vocational education in the States, and that is the point which I wanted to direct to your attention, not in any critical frame of mind, but for enlightenment.

Mr. LLOYD. We are just as interested in that as you are Senator, and if your idea of the meaning of this is the correct one, I should certainly be greatly disturbed by it, because the whole history of our association is that the basic prerogative and authority should rest in the State institution.

Senator DONNELL. And if our committee should come to the conclusion the bill should be supported and a further safeguard should be thrown around its operation to insure that the States should control administration of the funds, you would favor such a provision?

Mr. LLOYD. That would certainly meet the approval of the land-grant colleges.

Senator DONNELL. May I ask one more question?

It was noted yesterday in the course of the testimony that in every instance right down the line, from subdivision (a) on through, there is a specific provision that entitles each State to a share of the \$97,500,000, and the only thing a State would have to show in order to obtain some portion of the \$97,500,000 is the figures relative to its population; either its farm population or industrial population or urban population or nonurban population, or something along those lines. So the effect of the bill, as I understand, is that every State in the United States would be entitled to some part of this \$97,500,000 because every State has some population under the respective categories listed in this bill. It would appear from this bill that it does not base the right to participation in the funds upon the need of the respective States. For illustration, we will take the whole 48 States coming up in a procession to receive their respective shares. As I understand, it is purely a mathematical process.

Under subdivision (a), the \$24,000,000 is allotted to the States and Territories in the proportion that their total population bears to the total population of the United States. There is no standard of need to be shown. The richest State of the Union is entitled to its share, and probably because its population is the greatest, would be entitled to the largest share in the division of that particular \$24,000,000.

Have I overlooked in this bill some provision that would require consideration of the respective needs of the States, or is it all based just on the basis of population, so that all a State must show is a certificate of its population in one category or the other in order to secure funds.

Mr. LLOYD. My understanding is, it is entirely based on the ratio of population and that the ultimate of need does not enter into it, except as the element of population is an indication of need. I think that has been one of the troublesome things in all of these grant-in-aid proposals by Congress in various fields. Some unit has been sought by proponents of the bills to equitably distribute the funds to the States. We have thought of farm population, rural population, value of products, and various other things, and all of them get us into the same trouble. The fact that you have such a diversity of conditions in the States makes any distribution inequitable in some instances.

The question of distribution on a basis of need is being much talked of now. I do not know. I am not prepared to answer you, Senator. You must have some formula, and you must have some way of arriving at the need; what do you mean by need and what will measure the respective needs in the States, and that is undoubtedly what we want to do, to meet the needs, but I think these formulas, as far as possible are intended to do that.

Senator DONNELL. It does not follow at all that because one State has twice the population of another State that its relative ability to provide the money for these educational facilities is twice as great.

Mr. LLOYD. Not at all.

Senator DONNELL. In other words, it may be that a State which has twice the population and would thus receive twice the amount of money that another State receives, is much more able to support these educational facilities than is the smaller State.

Mr. LLOYD. That frequently happens.

Senator DONNELL. So we would have under this bill the possibility and even the probability that some of our wealthier States will receive much more proceeds out of this \$97,500,000 than the poorer States which are unable to support this. Do you not think that is true?

Mr. LLOYD. I think that is entirely possible.

Senator DONNELL. Mr. Lloyd, on page 3 of this bill it is required that the several State boards for vocational education shall appoint a director of vocational education. Is it your opinion that it is necessary that every State appoint a director of vocational education? Is that desirable, or will it lead to conflict between the director and the State superintendent of schools, for illustration?

Mr. LLOYD. I would not want to undertake to explain just what is intended by that. The people who have developed this act must have something very definite and specific in mind, and I think it should be directed to them.

Senator JOHNSTON. Is it not true you have directors of vocational education in practically every State of the Union now to handle matters of this kind?

Mr. LLOYD. I think that is probably the case.

Senator DONNELL. Thank you, sir.

Mr. LLOYD. Thank you very much. May I now present Dean Schaub?

Senator JOHNSTON. Yes, sir.

STATEMENT OF I. O. SCHAUB, DEAN OF THE COLLEGE OF AGRICULTURE AND DIRECTOR OF THE AGRICULTURAL EXTENSION SERVICE, NORTH CAROLINA AGRICULTURAL COLLEGE

Mr. SCHAUB. The extension services of the land-grant institutions are not appearing in opposition to increased appropriations for vocational education. We are concerned, however, with the possibility of duplication and overlapping of activities which would cause confusion and misunderstanding by farmers and home makers.

Particularly do extension directors feel concerned about those sections dealing with agricultural instruction, page 4, beginning with line 19, and with home economics education, page 7, beginning with line 6. Please note the general use to which these funds may be put. They not only can be used within the school for broad educational purposes but also for—see page 5, line 3:

related rural-service occupations, production and conservation of food for family use, other farm vocational educational service programs, and activities of the Future Farmers of America and New Farmers of America.

Again on page 6, beginning with line 10:

including training in homemaking for young people—in conserving of food and other family resources, and in occupations related to homemaking involving home economics information and skills.

The directors of extension are particularly concerned with those sections dealing with vocational training for out-of-school youth and adults as found on page 5, lines 19 to 22, inclusive; also on page 7, lines 1 and 2.

It is feared that this work with out-of-school youth and adults will mean duplication of extension work in every community where vocational education maintains a teacher of agriculture or home economics, or in fact such work can be undertaken in any community anywhere.

The bill would appear to permit the training to be of long or short duration—a meeting, demonstration, or other teaching device as customarily used by the extension service in connection with its 4-H Club work or with farmers and homemakers.

If it is not the intent of this bill to duplicate the work being done by the extension service the bill should be amended to clarify its provisions especially in connection with its program for out-of-school youth and adults.

The land-grant college committee on extension organization and policy would recommend the following revision of the wording in this particular:

Page 5, lines 19–22, inclusive:

Provided, That each State plan shall include provisions for adequate vocational training courses for out-of-school youth and adults and persons returning to farms from the armed services and war industries; these courses to provide for a systematic course of instruction.

Page 6, line 25, page 7, lines 1–2, inclusive:

Provided, That such State plan shall include adequate provisions for vocational training courses for out-of-school youth and for adults; these courses to provide for a systematic course of instruction.

In general, relationships between the extension service and vocational education are satisfactory. This is true where the memoran-

dum of understanding arrived at between these two agencies in December 1928 has been carefully observed. This memorandum was approved by the Secretary of Agriculture and the Chairman of the Federal Board for Vocational Education. Mr. Chairman, with your permission I would like to file a copy of this memorandum with my statement and ask that it be included in the proceeding of this hearing.

Where this memorandum has not been observed there has been duplication of work, of personnel, and of funds. Time will permit a case to be cited illustrative of this point:

In Wisconsin the vocational people have several teachers who have no duties in public schools but are employed solely to instruct or assist people not enrolled in school. This work becomes a duplication of extension work in many respects.

For some years a Mrs. Leslie has been employed at Stoughton, Wis., to conduct home economics work outside of the schools. About 2 years ago the superintendent of the Stoughton schools called on me, with Mrs. Leslie, to protest against our Dane County home agent giving service to women's groups in that area. The teachers regarded home agent work as a duplication of Mrs. Leslie's work. We feel that Mrs. Leslie's work is extension work except that the area she serves is more limited. The women in the area can't tell the difference.

The Stoughton schools also have had a man whose sole service was to assist and instruct farmers not enrolled in the Stoughton school. His work was in many respects a duplication of extension work.

At Beloit, Wis., a Mr. Perkins is employed in the school system to work mainly with farmers and agricultural problems outside the school system. While he conducts some systematic courses, he has told me that a prominent part of his work is to visit all the farmers in at least two townships to discuss better livestock and soil-management practices. He has held numerous group meetings, at some of which our specialists have appeared. This is a very common type of extension work, duplicating what the county agent is doing.

There have been several other cases like the three above. These teachers have been at least partly paid from Federal vocational funds and supervised by vocational administrators. Any increase in this sort of work by the vocational people would create intolerable confusion.

The Vocational Educational Act of 1917 intended that the instruction under its provisions should be systematic instruction. The memorandum of understanding referred to emphasizes this point in stating that such should consist of—page 5, second paragraph—regular organized classes which meet at reasonably frequent intervals, at given centers, to pursue a consecutive series of lessons involving lectures, laboratory work, conference discussions, and which specifically exclude general farmers meetings, and extension classes of less than 2 weeks' duration.

Section 5 of S. 619 provides that—

The appropriations of this Act shall be in addition to and shall as otherwise provided in this Act be subject to the same conditions made by the Act—

of February 23, 1917, the Smith-Hughes Act. It seems to us that the chief danger of duplication, conflict, and waste lies in these words "except as otherwise provided," which appear to be the chief purpose of this act. It is the exceptions provided for in this section that seem likely to cause the most trouble.

In conclusion, may I again emphasize we are not opposed to increased funds for vocational education but we earnestly desire that there shall be no occasion for misunderstanding between these two agencies and neither duplication of funds nor of personnel.

Senator JOHNSTON. Thank you very much.

Mr. Lloyd, do you have another witness?

Mr. LLOYD. No; that is all, Senator.

Senator JOHNSTON. Dr. Henry W. Littlefield.

**STATEMENT OF DR. HENRY W. LITTLEFIELD, ASSISTANT TO THE
PRESIDENT OF THE JUNIOR COLLEGE OF CONNECTICUT, BRIDGE-
PORT, REPRESENTING THE AMERICAN ASSOCIATION OF JUNIOR
COLLEGES**

Dr. LITTLEFIELD. I am at this hearing as the official representative of the American Association of Junior Colleges, an organization of 584 institutions—number publicly controlled, 261; private nonprofit, 284; proprietary, 39—located in 46 of the 48 States. Last year these institutions enrolled 249,788 students and employed 10,962 teachers. Prior to the war a peak enrollment of 325,000 students in 624 institutions was recorded.

In the absence of other representatives of the junior colleges, I have been authorized to represent the New England Council of Junior Colleges, the Connecticut Conference of Junior Colleges, California Junior College Federation, Texas Association of Junior Colleges, and the Junior College Council of the Middle States. My instructions from these latter groups are identical with those from the American Association of Junior Colleges.

First, these associations recognize the need for vocational education and are convinced that consideration should be given to a plan for Federal subsidy, but they also recognize the need for Federal aid to other areas and types of education.

Second, these associations believe that if Senate bill 619 is passed in its present form it will retard rather than accelerate the total development of vocational education. This bill has much of the language of the Smith-Hughes Act of 1917, an act which thought of and discussed vocational education in terms of high-school youth. But now, and in the future, this type of education must be thought of as a vital part of the various levels of post-high-school education, as well as high-school. We must think of vocational education, not in terms of any particular grade level but as a program which cuts across all levels from the high school to the university. For elaboration of this point, the committee is referred to the publication of the United States Office of Education entitled "Vocational-Technical Training for Industrial Occupations," Vocational Division Bulletin No. 228, which shows the need for 2-3 years of training beyond the high school for a score of technical fields. Basically we should consider a vocational education program in terms of developing in each learner the skill and technical knowledge and the social understanding required for the successful pursuit of the specific occupation which he plans to enter and in which he hopes to find reasonable security and adequate compensation.

Specially, the bill in its present form is unsatisfactory to the associations which I represent for the following reasons:

1. This bill has leaned so heavily upon its predecessor, the Smith-Hughes Act of 1917, for its philosophy and interpretation that it completely ignores the junior college movement. This is understandable in the light of the fact that in 1917 there were approximately 100 junior colleges with an enrollment of only 4,000 students. However, it is not understandable in terms of a national awareness of the work of the junior colleges today and their probable development in the postwar years.

2. This bill encourages, strengthens, and perpetuates a dual system of State educational authority which weakens the whole program of education within the States, since it bypasses all the arrangements and experience built up over two centuries to provide a comprehensive and unified system in each State through the State board of education and/or the State university. The associations favor a unified system of State control.

3. These associations recommend the deletion of the term "education of less than college grade" from the bill, because it establishes a confusing situation which defies just administration and because this phrase ignores the fact that junior colleges have two principal functions. In the first place, there is the commonly understood objective to offer the first 2 years of standard college education. However, in the second place junior colleges give vocational—terminal—education beyond the high-school level, which is required for the successful pursuit of many vocations, as set forth in the report to which reference has been made already. Approximately half of all students enrolled in junior colleges are in this area of vocational education—over 125,000 in 1943-44. Why deny these students the benefits of Federal assistance, which the bill as now worded specifically does, since it uses the expression "education of less than college grade"?

Finally, the American Association of Junior Colleges, the New England Council of Junior Colleges, the Connecticut Conference of Junior Colleges, the California Junior College Federation, the Texas Association of Junior Colleges, and the Junior College Council of the Middle States recommend that a conference be called of all groups interested in this bill and other Federal-aid bills for the purpose of drafting a bill or bills which will eliminate the undesirable features and which will more effectively meet the varied and growing needs of all education.

Senator JOHNSTON. Your main objection to the bill is that it leaves out junior colleges?

Dr. LITTLEFIELD. Not that it leaves out junior colleges but that it does not recognize the job—

Senator JOHNSTON. In other words, if the junior colleges had the same thing given to them that is given to lower than junior colleges you would be for it.

Dr. LITTLEFIELD. I am not quite certain that is what I mean. I mean here that a job has been done and is being done, but it happens to be done by institutions performing other functions, too.

Senator JOHNSTON. You would not object to a similar bill giving to the junior colleges the same thing, though, would you?

Dr. LITTLEFIELD. No.

Senator JOHNSTON. Are there any questions?

Senator DONNELL. Dr. Littlefield, I would like to ask you whether or not you have carefully studied the effects of the language appearing at line 15 and following on page 2, and down to and including line 6, on page 3 of the bill?

Dr. LITTLEFIELD. Beginning on line—what?

Senator DONNELL. Line 15, on page 2. I would like to read for the record here just what it is I am inquiring of you about. That language reads:

That in order to secure the benefits of the appropriation for any purpose specified in this Act, the State board for vocational education shall prepare plans,

showing the kinds of vocational education for which it is proposed that the appropriation shall be used; the kinds of schools and equipment; courses of study; methods of instruction; qualification of teachers, teacher-trainers, supervisors, and directors; plans for the training of teachers; plans for the supervision of training; plans for the administration of the program of vocational education; plans for educational research in the field of vocational education; and plans for representative advisory committees.

Then, as to the plan prepared by the State board of education, it states:

That such plans shall be submitted by the State board for vocational education to the United States Office of Education, and if the United States Office of Education finds the same to be in conformity with the provisions and purposes of this Act, the same shall be approved.

I will ask you to state whether or not in your opinion the power thus vested in the United States Office of Education over approval or disapproval of such items as I have read properly protect the State in its right of local administration of its school affairs.

Dr. LITTLEFIELD. Very definitely, the association I represent would take the point of view that there is a duplication of effort here; that there is a conflict between the State and Federal Governments in terms of these areas, and that a certain amount of control will be taken away from the States for the purpose of putting this before the group. I would say very definitely that is one of the basic points.

Senator DONNELL. In other words, am I correct in this conclusion in your opinion, that the language to which I referred on pages 2 and 3 vests the ultimate power of determination as to what methods of instruction shall be used and what courses of study and what shall be the qualification of teachers, and the other items on page 2, in the United States Office of Education rather than in the local State board for vocational education; is that a correct statement in your opinion?

Dr. LITTLEFIELD. I think it is practically correct that not complete control is vested there but a partial control is vested through their jurisdiction over plans, programs, and so forth, a factor which we have recognized from time immemorial as belonging within the local State area to meet local State needs.

In our discussion we pointed out definitely it is very possible in some States, in Connecticut, for instance, where the State department of education has developed rather comprehensive plans for postwar education for confusion to arise. Along comes a bill like this which might be in conflict with that, and we have set it up on a basis of Connecticut's needs.

Senator DONNELL. This bill, Dr. Littlefield, provides a duty on the State board to prepare its plans, courses of study, methods of instruction, and so forth, and then the ultimate power to determine whether that is in conformity with the provisions and purposes of the act rests not with the State board but with the United States Office of Education; that is true under S. 619, is it not?

Dr. LITTLEFIELD. Yes, sir.

Senator DONNELL. Am I correct in understanding you do not think these provisions of S. 619 adequately protect the State in its local administration of school affairs; am I correct in that assumption?

Dr. LITTLEFIELD. Yes, sir.

Senator DONNELL. I would like to ask you in regard to this matter of the basis on which these funds are distributed. As mentioned to previous witnesses, the funds are all distributed on a mathematical

basis in which the population of one type or another, or the entire population as the case may be, of the respective States determines the amount which the respective States receive; that is correct, is it not?

Dr. LITTLEFIELD, is there any provision in this bill that you know of which makes the need of the State, as such, enter at all into the question of how much money the State shall receive?

Dr. LITTLEFIELD. No. Certain areas of the country rely on private, semipublic, and nonprofit institutions for their education. For instance, in Connecticut there are 11 private institutions located throughout the State; there are no public institutions there; yet out of 3,500 people, approximately two-thirds of them are in part-time, short-term courses in these junior colleges. This bill would not take any consideration of what was being done there on that particular basis in terms of the need for institutions to supply the needs of the people, but if the funds were available there would naturally be a tendency to establish competing area schools with institutions already established.

Senator DONNELL. Refer to page 3, subdivision (a) of section 1, I think, where the \$24,000,000 is to be allotted to the States and Territories in the proportion that their total population bears to the total population of the United States and Territories. A State which has a population of 5,000,000 will receive under that provision twice as much as a State with 2½ million, regardless of whether the actual financial ability of the first State is greater or less than that of the second State; is that not correct?

Dr. LITTLEFIELD. That would be our interpretation.

Senator DONNELL. Do you agree legislation of that type is proper and advisable?

Dr. LITTLEFIELD. Coming from New England—you have an idea of my answer—that it is not advisable. That is not the way we do business up there.

Senator DONNELL. I think that is all.

Senator JOHNSTON. No further questions.

Senator DONNELL. Thank you.

Senator JOHNSTON. Miss Florence Fallgatter.

STATEMENT OF FLORENCE FALLGATTER, OF THE HOME ECONOMICS EDUCATION DEPARTMENT, IOWA STATE COLLEGE, REPRESENTING HOME ECONOMICS GROUP OF THE AMERICAN VOCATIONAL ASSOCIATION

Miss FALLGATTER. Mr. Chairman, I am Florence Fallgatter from Iowa State College, and represent the home economics group of the American Vocational Association. This organization includes something around 10,000 teachers, State supervisors, and teacher-trainers.

I am speaking in the interest of an enlargement of a going program for home and family life. As you well realize, the war has precipitated situations on the American home front which threaten home and family life for all time. Our whole scheme of living has been adjusted to wartime. Families have had to make all sorts of shifts from secure closely knit family groups to insecure and scattered groups; from having free choice of essentials for living, food, clothing, and shelter, to curtailed and substituted commodities; from families having the usual one bread-winner to families having all of the adults and older youth working.

Some of the things that have disrupted life :

In the postwar period, as we are gearing back to more nearly normal living, the problems will possibly be greater than those of shifting into a wartime regime. Some of these new and important problems are as follows :

First of all, the millions of young women who have married during the war or will be marrying after the war, will be establishing homes for the first time. It is obvious that many of these people have had no specific practical preparation for homemaking.

Parents, particularly those mothers whose husbands do not return from the war, are going to need assistance in child care. As you know, the birth rate has gone up quite rapidly, and parents are also in the position of needing help with adolescents.

Delinquency has increased markedly, and parents need help.

Then, we have a large number of women who have been employed outside of the home, and quite a new situation has arisen because of that. As nearly as we can estimate, about half of these women who have been employed will be returning to full-time homemaking after the war, and that is going to mean some new adjustments for them.

Many women, of course, will continue in employment after the war. That creates a dual responsibility, continuing employment and also managing their homes and taking care of their families. So they have a dual responsibility. We believe home economics classwork for them would be timely.

Then, there are homemakers in families returning from war production centers to their former communities or establishing themselves more permanently in other communities. They will need help in reestablishing their homes. We have continuously a large group of migratory families. Some of them will continue to be migratory. We know that many of those families live under undesirable and unwholesome conditions, and instruction in home improvement, sanitation, nutrition, health and child care, certainly should be available to these people.

Then, we have an increasing responsibility for helping the women who have home economics skills to render the kind of help they can in employment. For example, in Minneapolis and St. Paul, a survey was made in 1943 showing that department stores, air lines, child-care organizations, cafeterias, restaurants, retail food stores, clothing manufacturers, hotels and clubs, need people with some skill in home economics. These are needed in addition to home employment. They offer employment and need these skills. Women have been too inadequately trained to render that kind of help.

With that in the offing, it looks as though homemaking education has an inescapable responsibility for offering new kinds of training. Some of these are training for jobs related to homemaking; preparing for marriage; providing consultation service on personal and home problems; assisting wives of servicemen; assisting women in adjusting from jobs in the service or war industries into making a home; training girls and women for the dual job of wage earning and homemaking; assisting in the reestablishment of home and family life.

As to the assisting wives of servicemen, I have an illustration on that. Just 2 weeks ago today, I was attending a conference of teachers in Iowa, and a first-year teacher told of a group of 20 young servicemen's wives who had pursued her for organized instruction.

Her day-school program was so heavy she could not give it to them, but said during the summer months she would offer an organized series of lessons for those young women.

Demands are showing up everywhere. Assisting women in the war service—women who have been earning their own money, perhaps because they have worked as well as the men in the family and there has been more money to spend—to shift back to running the home with half as much income, is going to require definite help.

Then, we need the training in assisting in the reestablishment of home and family life throughout the country.

Now, I would like to refer these needs more specifically to four areas of our program in home economics, namely, to the needs in the day school, the needs for adults and out-of-school youth, and the needs in teacher preparation, and the need that parallels these other three, for some developed research in home economics education.

First, for serving America's youth adequately for preparation of home and family life, may I quote a few figures?

There are still in the United States approximately 6,800 secondary schools with no home economics instruction.

There are 8,500 schools that give some home economics outside of the vocational schools. In many cases this amount is too small and often is given to girls in the elementary grades so they may profit from the standpoint of getting ready for managing homes.

The program reaches too few pupils. In the 9,000 schools now having some Federal reimbursement, facilities are often inadequate to provide instruction for all who need or want it.

Less than half of the girls in secondary schools today are in home economics.

Before the war approximately 50,000 boys were receiving some instruction in home and family life. That number has naturally dropped considerably and we all know that among the girls who enter school a large percent drop out before they finish high school, and they are not given instruction in their high-school training, and they increase the number who go out into the world with no preparation for home and family life.

From a survey we have made, I have picked out a few typical things, as studied by States, and I have tried to bring these to you from different parts of the country.

First of all, in Vermont, the supervisor tells us there are 20 schools that have already applied for aid and their need cannot be met. In Alabama, they need 120 more vocational departments for white girls and 74 more for Negroes. In Georgia, there are 49,000 high-school girls not in vocational homemaking.

From the central region, in Iowa, out of 76,000 girls enrolled in high school, only 11,000 are in vocational schools, only 167 of 700 secondary schools are benefiting by Federal vocational funds, and the supervisor told me last week she is having more requests than she has ever had for assistance in developing sound programs.

In the State of Washington, 125 more vocational departments are needed.

In all States the homemaking teachers should be employed for some time beyond the regular school year, and that is for the purpose of working with girls and women in a concentrated program, when the girls are really carrying on home projects and when they can give

the women intensive instruction and work with them in the community projects such as canneries and developing a family health program, which has been shown to be such an important thing in America because of the war.

Now, in terms of the adult program, may I refer to some figures.

There is planned instruction in homemaking for adults in about one-fourth of the 3,454 urban centers in the United States. In the same urban centers, large cities, there are over 20,000,000 families, but in our last statistics it is shown that only 330,000 homemakers were reached in both urban and rural centers, and therefore we have merely scratched the surface.

From the States, again you hear the needs in relation to the adult program. New York State says they need many teachers for adults to meet classes of women, morning, noon, and night.

Maryland needs 100 teachers for adult classes in homemaking.

Oklahoma, where there are 747,000 women over 18 years of age, 3,807 are in classwork.

Louisiana asks for more than 100 additional centers for adult education.

In Georgia, 592,000 women are doing their own housework. Out of that number only 33,000 are receiving instructional help.

Texas points it up this way: They say 1 percent of their homemakers is now being reached. If they were to have an adult program that would serve even 25 percent, it would require 400 additional teachers.

In the central region, Michigan points out the need for 200 additional homemaking programs very soon, particularly in their city areas, and they need 10 family counseling clinics.

Illinois points out their need as being over 100.

Again, in my own State, Iowa, we are reaching 4,500 women this past year with adult classes, and that should be increased at least 10 times if we are to begin to meet the need that exists.

In Oregon, from 40,000 to 50,000 women in Portland will be returning from industry to homemaking. They need outside of Portland 79 centers for adults very soon.

These figures tell the tale, and the demands are there.

Now, from the standpoint of training teachers, that brings up another story, of course, and being in teacher education, I am following it pretty definitely. The situation is critical from many standpoints.

At present, you all recognize the supply of teachers is low, far below the demand, because many of our teachers have gone into war work and war services where they are getting much higher income, and as you know many others have married. Our present teacher-education program does not begin to meet the need in preparing young women for handling the adult program. We need a newly developed program in that area. In addition, we have in most States not been able to develop any in-service training for teachers from the colleges. This is very important.

The history at present is that young teachers in homemaking teach about 2 years, and that means that while they are on the job they are going to have to have some help. We believe the first year on the job should be accepted as the fifth year of training; that is, where they need the help. The number of trainees should be at least doubled to keep pace with the demand. How we are going to do that, I am not sure. It does create a need for a well-planned recruitment program.

I am not sure but what we are going to have to take young women who are capable to supplement the teachers in training; the need is terrific.

Senator JOHNSTON. Does your State have a teacher-training plan whereby prospective teachers who are seniors go out to places like a school that grades very high in its teaching and spend weeks in that school?

Miss FALLGATTER. They live in the centers for 6 weeks' consecutive teaching before they are graduated.

Senator JOHNSTON. Do you know whether or not many of the States do that?

Miss FALLGATTER. I would say the majority do now. I cannot give the number, but that is the trend, decidedly.

Senator JOHNSTON. That has come about in recent years?

Miss FALLGATTER. Yes; through the stimulation and opportunities afforded by vocational training.

Senator JOHNSTON. Do you think that will be very helpful?

Miss FALLGATTER. In replies from the States on teacher education, I can point out again and again the increased number of studies needed in the States for just such teacher training, Senator.

To stimulate a much-needed research program in home economics education, along with further development in vocational homemaking programs, there must be considerable carefully planned research. This is essential not only to test practices for which funds have been used heretofore but to serve as a basis for more sound procedures in new programs.

Research funds are also necessary to encourage promising young people to prepare themselves for conducting research. There is a great shortage in trained personnel for good research in home-economics education.

Senator JOHNSTON. That goes along in the same trend this bill does.

Miss FALLGATTER. That is right.

Senator JOHNSTON. That is, in one field, of course.

Miss FALLGATTER. That is right.

Senator JOHNSTON. Proceed.

Miss FALLGATTER. One other thing in teacher education; I am feeling pretty definitely that we are all looking forward after the war to the use of more visual aids, radio, and newer methods of education. We need in the colleges to train teachers in the use of them. So, we will have to get some money somewhere to develop that kind of teacher education.

Senator JOHNSTON. According to the statement you just finished, is it not true we have found in America that our educational system has been lacking very much in preparing people to go out and meet life as they find it?

Miss FALLGATTER. We are feeling it very definitely, and I think the war has helped to show it up. We need more carefully conducted studies to discover the most effective set-up for teacher training, in the cities particularly.

With that, I will close, except for questions.

Senator JOHNSTON. Are there any questions?

Senator DONNELL. Miss Fallgatter, do you think it advisable that this legislation, if it be enacted, contain a provision requiring appointment of State directors of vocational education in each State, or do

you think it is apt to produce conflict between the State superintendent and the director?

MISS FALLGATTER. I am glad you asked that question, because it was my privilege to work in the Office of Education for 12 years, and I have also worked for the State. I see no reason why it should create conflict. Some of our strongest programs have been where there have been well-trained directors who worked very harmoniously with the State superintendent of instruction. In my own State at present the superintendent and the State director are working hand in hand and they have both discussed the program with me. I do not see how the State superintendent would have the time to give to the direction of vocational education needs.

SENATOR JOHNSTON. For 6 years I was on the State board in South Carolina, and we found in that State it would be much better to have someone else to direct that field, because the State superintendent of education's time was taken up too much in the particular fields of education such as books, grammar school, high school, junior high school, and things of that kind; that took up all of his time. I believe that would be true in practically every State in the Union.

MISS FALLGATTER. May I, because of my close interest and experience with this program, refer to another question, Mr. Senator, and that is this matter of State planning, because, again for 12 years, I reviewed State plans and shared in their approval. Now, I am at the other end, helping to develop new State plans.

It seems to me it is only a safeguard. We, from the Washington Office of Education, did not tell the States what should go into those plans; we merely tried to be sure that what they did provide was in accordance with the provisions of the act and if through our experience we had any suggestions as to how we thought they could make a better plan, we offered the suggestion, but always in the way of suggestion and not domination.

Now, from the other standpoint, we are planning on what we need in Iowa, and I feel certain the Office of Education staff will not say, "You cannot have that in Iowa." In Iowa we have one teacher-education center. In some States they have four or five. Washington does not tell them how many centers they should have for teacher training; that is left to the States to decide. We have a State curriculum program setting up courses of study for the Iowa high schools. It is in there for the first time. Washington hardly knew it was under way. They came out and looked at it this fall and thought we were doing a good job. We knew we had their blessing in developing our program.

I see no reason for that creating Federal domination.

SENATOR DONNELL. The legal situation is, however, outlined in the first paragraph of this bill, where it is stated that these methods, courses, qualifications, and so forth, are prepared by the State boards for vocational education, and then those plans are to be submitted by the State boards to the United States Office of Education, and if the United States Office of Education finds the same to be in conformity, they shall be approved.

MISS FALLGATTER. That is right.

SENATOR DONNELL. So the United States Office of Education does have the final say as to whether those courses of study, methods of instruction, and so forth, are in conformity with the purposes of the act; that is correct, is it not?

Miss FALLGATTER. That is right.

Senator DONNELL. Now I want to ask you this: Is there anything in the bill that says anything about what courses of study there shall be or what the methods of instruction shall be?

Miss FALLGATTER. Not in the bill, I think.

Senator DONNELL. Then what do you interpret as the meaning of this language giving the United States Office of Education the duty to approve the plans if the same are found to be in conformity with the provisions and purposes of this act insofar as future provision with respect to courses of study and methods of instruction are concerned? Where is there any gage by which the Office of Education shall determine whether those courses of study and methods of instruction are in conformity with the provisions and purposes of the act?

Miss FALLGATTER. As far as home economics is concerned, I suppose it would merely be in the establishment of or offering instruction that prepared girls and women for homemaking, practical instruction for homemaking.

Senator DONNELL. There is nothing in the bill which specifically says what the course of study shall be.

Miss FALLGATTER. That is right.

Senator DONNELL. Or the methods of instruction.

Miss FALLGATTER. That is right.

Senator DONNELL. Yet the bill does say the State board of education shall prepare plans showing those courses of study and methods of instruction; and if the United States Office of Education finds the same to be in conformity with the provisions and purposes of the act, the same shall be approved.

Miss FALLGATTER. I suppose one other angle would be important, and that would be to show the courses were less than college grade, and the instruction would be geared to those 14 and over, that is, old enough to benefit by the instruction.

Senator DONNELL. At any rate, whether the United States Office of Education acts without due reason or not, the ultimate power of approval or disapproval is vested in that Office; that is correct, is it not?

Miss FALLGATTER. I suppose it is. In practice I do not think it will work that way, but in theory—

Senator DONNELL. But under the law as written the ultimate power of decision rests in the Office of Education in the respects recited on pages 2 and 3 of the bill; is that not correct?

Miss FALLGATTER. That is right.

Senator DONNELL. That is all.

Senator JOHNSTON. Do you know whether or not the Smith-Hughes Act gives the same rights? In other words, they make the plans in the State and submit them?

Miss FALLGATTER. As I recall the act, the language, it is the same.

Senator JOHNSTON. You have not heard any complaint about that over a term of years, have you?

Miss FALLGATTER. No, sir; I have not.

Senator DONNELL. I think it might be well to mention section 8 of the Smith-Hughes Act in connection with this.

(Discussion was had outside the record.)

Senator JOHNSON. Mr. John A. McCarthy.

STATEMENT OF JOHN A. McCARTHY, REPRESENTING NATIONAL ASSOCIATION OF STATE DIRECTORS OF VOCATIONAL EDUCATION AND THE TRADE AND INDUSTRIAL EDUCATION GROUP

Mr. McCARTHY. I am John A. McCarthy of New Jersey, and I am speaking for 7,000 persons engaged in the trade and industrial phases of vocational education in the 48 States, Puerto Rico, Hawaii, Alaska, and the District of Columbia.

We, in this field of education, are sincerely interested in all of the provisions of S. 619. We have had an opportunity to see the need for an expanded program of vocational education in all of the fields of vocational education specified in S. 619. We have had this opportunity because each phase of vocational education has a relationship to each of the other phases of education in a direct or an indirect manner. The products of the farms and factories which result from application of the skills and knowledge of the trained workers in these fields have little value unless other persons skilled in the methods of selling and distribution see to it that the products of the farms and factories reach the markets for which they were intended. This is cited as one example of how one field of vocational education has a relationship to other fields of vocational education. We, as trade and industrial educators, therefore, have an interest in all of the provisions of S. 619.

We, as a group of 7,000 teachers, directors, supervisors, and administrators, have a special interest in section (d), page 7, of S. 619, which makes provisions for a portion of the total money appropriated under the provisions of the act to be available for the operation of an efficient type of trade and industrial education. We, who have had an active part in this phase of vocational education, have had first-hand opportunities to recognize the need for assisting youth in learning trades and occupations in which they will find employment. We have had an opportunity to observe the extent to which workers of this country have been trained through foreign school systems and who came to America and found employment, while persons in this country were unemployed because they did not have employable skills or because adequate facilities were not available to develop the necessary skills and knowledge to make them employable.

We know that some trade and industrial vocational facilities were available, and we know that some funds were available to help in training persons for the trades and industries, but the facilities and funds were wholly inadequate to meet the needs of a nation as widespread and as diversified as ours. These funds and facilities were not efficient in the past and they are entirely inadequate for future needs.

We, as a trade and industrial group, made every effort to train persons and fit them as workers who would help in producing the needs of war. It was the group I am representing today which participated in the training of millions of persons from July 1, 1940, to date, for the war industries of the Nation. This was a training program made necessary because of the situations to which I have made previous reference: the shortage of trained workers. There was a shortage of trained workers for the industries of the Nation when the need for national defense was recognized in the spring

of 1940. There was this shortage of skilled workers at a time when 7½ million persons were unemployed. Many of this 7½ million were on WPA projects. They were trained to do war work; they were trainable because they wanted to earn their own way. They preferred this to relief, but they did not have the skills and knowledge necessary to do so. It was a great satisfaction to us to observe the interest of WPA workers in again becoming producing elements of society.

We, who have been doing this job of training workers for the war industries, have a pride in our achievements, but we also are deeply conscious of what will result from the type of training we have offered.

The training was planned to meet specific wartime needs, but this made the training narrow, highly specialized, and, in some instances, extremely simplified to meet the abilities of those who were going to use this training. We did the job which had to be done, and it was accomplished at a cost of \$50 per person completing the training. This was the complete per capita cost and includes the costs of the actual operation of the training-within-industry program which was financed and operated through funds allocated for use in the war production training program through the United States Office of Education and State and local boards for vocational education. Congress was generous in providing the funds necessary to train war workers, and there is considerable evidence that it is cheaper at \$50 per person to provide training that will result in employment than it is to maintain relief payments for those who want to work but who lack the necessary skills, knowledge, and judgments. Many of the wartime jobs will cease with the coming of peace, and many of those who have developed highly specialized skills will have to seek new fields of employment. Some will transfer their wartime skills to peace occupations, but will need supplementary training and additional technical knowledge.

This group of war-production workers to which I am making reference have made their contribution to the war on the production front. They will need retraining for jobs or go on relief while unemployed, and, again, retraining is cheaper and more satisfactory than relief. Retraining is never a simple task. It is more difficult and no less costly than is the original training program. It is difficult because old habits must be submerged and new ones established. This kind of training will require the best type of teachers and the most effective teaching methods. The retraining of the returning veterans represents another problem with which we are beginning to deal.

We can and will do a good job for this group but we need help in doing so. The provisions of the so-called GI bill do not provide funds to local communities to finance this important job for those who live in the community. It does permit a tuition fee if such is charged for nonresident students, but this is a discrimination against some veterans, particularly since there is a possibility that tuition costs will eventually be deducted from any possible future benefits to such veterans.

The retraining of displaced war workers and veterans are two of the problems which we, in the field of trade and industrial education, see ahead of us. We see new occupational fields requiring new skills, new tools requiring the development of other new skills, new materials

and new processes which will require additional technical knowledge and judgments. Industrial progress and industrial methods have been intensified in the wartime period; and many of the new developments of wartime production will be applied to peacetime pursuits if, however, there are persons sufficiently trained who can make these applications to the economy of a world of peace.

The group I am speaking for are interested in these things which I have outlined. The program is one largely for the out-of-school group and adults—it is largely a program of retraining and reeducation.

We have a specific interest in those youth, 14 to 19, who have left school to assist in the war effort through their employment in the war industries. There are three millions of them who represent 40 per cent of the total persons brought into the labor market to increase the employable force of the Nation. It is this youth group which will need immediate attention when war-production employment falls off. Their education has been interrupted, they have been used in minor capacities in war production, they are becoming more mature, they will be adults in the near future, and their training for employment should have a high priority, otherwise they will be in the casually employed group for years to come.

The war has brought about an expansion of industrial plants in areas of the Nation where agriculture or other occupations predominated before 1940. This has created situations which will be difficult in the peace period, because in some of these States the vocational education programs have been developed to meet conditions as they were, and wartime restrictions have not permitted adjustments to vocational programs as they will be in the future. The needs of these States should be recognized as should be the needs of the industrial States where trade and industrial programs will have to be mollified to meet future needs.

The group I am speaking for are presenting a plea for consideration of the facts outlined. The need to us is evident, but sufficient funds should be made available to do the job. States and local communities cannot do the job alone—they lack sufficient financial resources to do so; but with the aid of Federal funds, many of the important problems of the postwar era will be handled effectively. The need for this money will be evident immediately when the reconversion begins. The need will be there without matching provisions because in many States the legislature has adjourned and will not meet again for 2 years. This is too long to wait to serve the needs of those who will be seeking help to get and hold a job.

In addition to representing the trade and industrial group, I also have been requested to represent the National Association of State Directors of Vocational Education. The president of this organization, Dr. Paul L. Cressman, found it impossible to attend this hearing. I have been a State director of vocational education for 8 years and my associates who direct the program of vocational education in the 48 States feel as I do about the need for an expanded program of vocational education. We know the financial limitations which restrict the expansion of programs to meet evident needs. We have had an opportunity to deal with the training needs and experiences of the past. We have been involved in the training of war workers. We

have had many opportunities to see some of the things which are going to increase the need for vocational education in the future.

State directors have a serious responsibility in dealing with the problems involved in each field of vocational education. These problems in the fields of agriculture, home economics, and distributive education will be outlined to you in detail. I have made the presentation relating to trade and industrial education.

The job of State director is an important one which requires persons fitted by experience and training to direct the variety of activities and to maintain working contacts with educators, employers, and representatives of organized labor, all of whom are involved in a program which is dynamic and must be modified constantly to meet changing occupational needs. There is a provision in S. 619 which specifies that a State director should be a full-time employee of the State board for vocational education and fitted by training and experience to fill this job. The legislation is sufficiently broad in this respect to permit each State board for vocational education to determine the type of organization in which the State director will function within the State. This provision can be incorporated in the plans which are submitted to the United States Office of Education showing how such programs are to be operated to meet the particular needs of the State.

We, as the National Association of State Directors of Vocational Education, have approved this requirement which we think is important if an effective job is to be done in the field of vocational education.

Senator JOHNSON. Any questions? [No response.]

Are you a State director?

Mr. McCARTHY. Of vocational education in the State of New Jersey.

Senator JOHNSTON. How many States have them?

Mr. McCARTHY. Every State has some form of director. Not all have full-time State directors. Not all States have people with experience and training in the field of vocational education. A little more than half of the States have full-time State directors of vocational education.

Senator TAFT. Do they all take advantage of the Smith-Hughes law?

Mr. McCARTHY. Yes, sir.

Senator TAFT. All States?

Mr. McCARTHY. Yes, sir.

Senator MORSE. You spoke of those from 14 to 18 years of age used in the war effort and the need for rehabilitating them, so to speak, from the standpoint of postwar employment. What about the younger returning veterans; what are some of the specific problems related to them, such as the number of them who are not prepared for any specific type of employment? That is a problem, is it not?

Mr. McCARTHY. That is true, Senator. Many of them left high school before they completed high-school work; they have been inducted into the service and have never had a job. They will need the finest kind of guidance and the finest kind of adjustment and training to fit them for occupational life.

Senator MORSE. Do you have any specific information as to the number of them?

Mr. McCARTHY. No; I do not have that particular information, but since our Army today is a young man's army, my estimate would be, and this is just an estimate, that 40 percent of them are less than 24 years of age.

Senator MORSE. I think it would be helpful if we knew the number to be added to the 3,000,000 group you have testified in regard to, to give us a picture of the number of young people who will be on the employment market immediately after the war and who have not been fitted from the standpoint of training for any specialized employment and will be more or less, as you say, casual labor or common labor due to their inability to do better work through lack of training.

Mr. McCARTHY. We will try to get that, but the statistics are not in our field.

Senator JOHNSTON. If you can secure that, I would be glad to have you give it to us and include it in the record right here.

(The matter referred to is as follows:)

ESTIMATED NUMBER OF MEMBERS OF THE ARMED FORCES WHO WILL SEEK VOCATIONAL EDUCATION AFTER SEPARATION FROM MILITARY SERVICE

Though no information has been released on Navy personnel, studies have been made by the War Department on postwar educational plans of officers and enlisted men.¹ These studies show—

1. About 8 percent of the Army male personnel definitely plan to return to school full time after the war. This does not include an additional 4 percent who have not definitely decided but are considering returning to school full time.

2. Nineteen percent indicate intentions of attending school part time after the war, 7 percent preferring full-time attendance, and 12 percent desiring part-time schooling only.

3. Approximately one-third of those intending to attend school full time are interested in trade and business courses, or types of schools offering vocational preparation. Most of the remainder of those intending full-time education after the war want college education.

4. Approximately three-fourths of those indicating intentions of attending school part time desire vocational education.

While many factors, such as rate of demobilization, employment opportunity, and general economic conditions, might be expected to change greatly the extent to which soldiers carry out their plans, the Army survey is indicative of the volume of training to be expected after the war.

The extent to which veterans will seek vocational education of less than college grade depends in part upon the level of their previous education. A majority of those who have had some college will be expected to return to college, for example. Therefore, an analysis of postwar educational intentions of veterans, with the object in mind of determining those who will seek vocational education of less than college grade, should be made against a classification of previous schooling.

An application of the Army's findings, on the assumption that they would represent those in all of the services of the armed forces, to an assumed 14,000,000 who might ultimately be expected to be separated from the armed services indicates:

(a) Approximately 1,100,000 with definite plans for full-time school attendance; and

(b) Approximately 2,800,000 planning part-time school attendance.

It is estimated that of those expected to attend school full time, approximately 350,000 will seek enrollment in schools of a vocational type. (See table 1.)

¹ Army Services Forces, Information and Education Division. Postwar Educational Plans of Soldiers, Postwar Plans of Soldiers Series, Rept. No. B-133, March 14, 1945.

TABLE 5.—*Estimated number of persons separated from armed services who will seek full-time school attendance, by level of previous education*

Level of education previous to service	Number expected to seek full-time schooling	
	Total	In vocational schools of less than college grade
College graduation.....	100,000	
Some college.....	600,000	100,000
High-school graduation.....	300,000	150,000
Some high school.....	100,000	100,000
Grade school.....		
Total.....	1,100,000	350,000

It is estimated that of those expected to attend school part time, approximately 2,100,000 will seek enrollment in schools of a vocational type. (See table 2.)

TABLE 6.—*Estimated number of persons separated from armed services who will seek part-time school attendance, by level of previous education*

Level of education previous to service	Number expected to seek part-time schooling	
	Total	In vocational schools of less than college grade
College graduation.....	500,000	100,000
Some college.....	700,000	500,000
High-school graduation.....	900,000	800,000
Some high school.....	500,000	500,000
Grade school.....	200,000	200,000
Total.....	2,800,000	2,100,000

NUMBER OF DEMOBILIZED WAR WORKERS WHO WILL NEED TRAINING

There have been several estimates of the number of persons in the labor force who will be working in various types of employment after reconversion. From these it is possible to obtain the net change in employment in various categories. There are no published estimates of the total number of individual war workers who will be released between now and the end of hostilities and of that number those who will have to change occupations to accommodate civilian employment requirements.

NET REDUCTIONS IN WAR EMPLOYMENT

Estimates of the net changes in level of employment, however, reflect to some extent the scope of reconversion and hence the probable extent of needs for retraining of war workers. Several studies indicate that reconversion will mean a shift largely from (a) military service, (b) employment in manufacturing industries, particularly war-expanded durable goods industries, and (c) employment in Government, chiefly to employment in the fields of construction, trade, finance, and service.² The extent of these shifts, however, depends upon the extent to which full employment may be reached.

² For example, U. S. Office of Education, Vocational Division, Conversion and Industrial Education, Research Circular No. 3, December 20, 1944; John D. Durand, Veterans and War Workers in the Postwar Labor Force. Annals of the American Academy of Political

Since vocational education may assist in achieving full employment through providing the requisite retraining for those who must change to new civilian occupations, the assumption is to be made here that jobs will be made available for those to be released during the reconversion period.

Even under the most optimistic circumstances of (1) rapid conversion to civilian production at full employment levels and (2) no occupational shifting within establishments—e. g., from work on tanks to work on automobiles—there would probably be a net cut-back of 3.3 millions in three categories of employment as follows:

TABLE 7.—*12-month average employment*¹

[Millions]

Employment category	1944	195X	Decrease
Agriculture.....	8.1	7.5	0.6
Federal Government.....	2.5	1.3	1.2
Manufacturing.....	16.5	15.0	1.5
Total.....			3.3

¹ National Planning Association, op. cit., p. 63.

REDUCTION OF WAR JOBS—8,000,000

Even assuming full employment after the war, however, many persons who will continue to have jobs will have to change occupations. In fact, as many as 8,000,000 workers are expected to be temporarily unemployed while making the geographic or occupational adjustments required to get a new job.³

The aggregate net number of war jobs to be released between war peak and defeat of Japan is probably as high as 20,000,000, of which four or five million will be offset by persons withdrawing from the labor force; i. e., returning to school or the home or to retirement. The base number of jobs effected, therefore, appears to be about 15,000,000, as shown in table 1.⁴ In these estimates it is to be noted that "labor force" includes both the armed forces and civilian employment. Probably half of the 15,000,000 reduction will be in civilian war jobs. As a working hypothesis, therefore, we will assume a net reduction of war jobs to be 8,000,000.

PROBABLY 12,000,000 WAR WORKERS AFFECTED

In discussing net figures similar to the above, a House report states: "While some workers will not change their jobs at all, others will change several times. It is difficult to hazard a guess as to the gross number of job transfers which will be involved during the 2-year period. It is clear, however, that the total number will be very considerably larger than the number of new jobs necessary. For example, one soldier returning to his old job may start a series of job shifts; the worker whom he displaces may in turn displace another with less seniority, and so on. Moreover, many soldiers and ex-war workers may try several jobs before finding one which suits them."⁵

and Social Science, 238: 27-36, March 1945; A. F. Hinrichs, Will There Be Enough Jobs? Annals of the American Academy of Political and Social Science, 238: 37-47, March 1945; S. Morris Livingston, Magnitude of Transition from War Production. Survey of Current Business, vol. 24, No. 8: 6-11, August 1944; William Haber and Emmett Welch, The Labor Force During Reconversion. Harvard Review of Economic Statistics, 26: 194-205, November 1944; National Planning Association. National Budgets for Full Employment, Planning Pamphlets, Nos. 43 and 44. Washington, D. C.: The Association, April 1945, 96 p.; Everett Hagen and Nora Kirkpatrick, The National Output at Full Employment in 1950, American Economic Review, September 1944.

³ Richard A. Lester, Providing for Unemployed Workers in the Transition. New York: McGraw-Hill Book Co., 1945, p. 11.

⁴ This is in substantial agreement with House Rept. No. 1855, September 8, 1944, on Economic Problems of the Reconversion Period, according to which, "it appears, according to estimates presented to the committee, that somewhere between twelve and fifteen million new civilian jobs will be needed within the 2 years after the defeat of Germany," p. 19.

⁵ H. Rept. No. 1855, op. cit., p. 19.

TABLE 8.—*Reduction in war employment and net reemployment after VE-day and after VJ-day*¹

[Millions]

Employment category	Number of jobs released		
	Year following defeat of Germany (VE-day)	After defeat of Japan (VJ-day)	Total
Munitions industries ²	4.5	5.0	9.5
Other employment.....	1.0		1.0
Armed forces.....	2.0	7.0	9.0
Total jobs released.....	7.5	12.0	19.5
Withdrawals from labor force.....	1.0	3.0	4.0
Net reemployment.....	6.5	9.0	15.5*

¹ From Haber and Welch, op. cit.² This does not include employment in such industries as foods and textiles, for which the peacetime product is no different from the wartime product. Munitions industries are the metals, rubber, and selected chemical industries which are producing the bulk of all munitions at the present time. The amount of civilian production in these industries at the present time is negligible.

In view of the above, the number of individual workers involved in a net reduction of 8,000,000 war jobs will be something more than that figure. An assumption of 1½ job transfers per job is probably conservative. An appropriate base for estimating retraining needs would, therefore, be reemployment of 12,000,000.

PROBABLY 6,000,000 WILL NEED RETRAINING

According to the House report previously cited, "Many of these transfers may involve either no unemployment or a period of joblessness so short that it is of little consequence. The transfers will range all the way from a simple shift from war to nonwar production for the same employer to a major uprooting, involving a move to another community and a long search for work. The total number of transfers does, however, affect the size of the task ahead for the employment service, vocational information, and retraining services, and it may to some extent affect the total volume of unemployment and the need for unemployment compensation."⁵

It is evident that some of these workers would not need training because of one of the following reasons:

(1) Remains on essentially the same occupation without changing jobs (or even employer); or

(2) Possesses immediately transferable skills useful in new civilian jobs, e. g., certain shipbuilding occupations directly applicable to construction; or

(3) Becomes employed in unskilled or semiskilled occupations for which little or no training, other than on-the-job training, will be required.

Considering the fact that the above estimates are confined mainly to workers in munitions industries in which there are few directly comparable peacetime products, it is doubted that more than one-half of the 12,000,000 job transfers would involve persons in the above three categories.

The total number of civilian war workers for whom some retraining might be needed would be, on the above assumptions, not less than 6,000,000. This estimate does not include those who may be expected to withdraw from the labor force to return to school full time or an estimated 2,100,000 persons from the armed services who might be expected to seek part-time vocational training.

The type of training required by the largest proportion of these 6,000,000 workers will be short courses of a preemployment and refresher type and part-time or evening classes for employed workers supplementary to the job. The type of program would be similar to that of the programs of vocational training for national defense in which it was found necessary to train over 10,000,000 workers on all levels for mobilization. Insofar as the rate of training for demobilization might be expected to approximate that required for mobilization, the estimate of 6,000,000 does not appear excessive.

⁵ H. Rept. No. 1855, op. cit., p. 19.

Senator MORSE. If he does not get it, I think the members of the committee should point their attention to it. What I want is information on groups of people in this country who have the ability to do work of a much higher level than they have been trained to do as a result of their participation in the war effort, either in the Army or as members of the group Mr. McCarthy has testified in regard to.

Senator JOHNSTON. Are there any other questions?

Mr. McCARTHY. May I make one comment on the question raised by the Senator from Missouri with regard to the matter of distribution of funds? That distribution of funds does to some extent take into consideration the ability of the States to meet the training programs, and it does take into consideration the needs in the various fields. It is pretty generally accepted that Connecticut, a State that was referred to previously, is highest in per capita wealth, and it is pretty generally conceded from all of the statistics I have seen of other States that Mississippi is the poorest State. Connecticut, under the provisions of this bill, will get a total allotment of \$1,018,923.52, while Mississippi will get \$2,306,736.91.

Senator DONNELL. What will New York get?

Mr. McCARTHY. \$7,437,324.31.

Senator DONNELL. As compared with how much for Mississippi?

Mr. McCARTHY. \$2,306,736.91 obtained by Mississippi.

Now, if you break that down further and regard Mississippi as an agricultural State, which it is, of the \$2,000,000 Mississippi receives, they will receive, for agriculture alone, \$1,015,396.92, while New York, which is not so largely an agricultural State, will get \$528,599.19.

In other words, Mississippi, being an agricultural State, will receive sufficient money to meet the needs of agriculture in that State. New York State, being largely a manufacturing State, will get less money for agriculture.

Senator TAFT. Is the equalization brought about solely by the fact the greater proportion is used for agriculture?

Mr. McCARTHY. No, sir.

Senator TAFT. It is all based on population?

Mr. McCARTHY. But different types of population. In one instance it is the total population; and in the other it is based on farm population; and in the other, rural population.

Senator DONNELL. The largest single item is \$24,000,000?

Mr. McCARTHY. Yes; for area schools.

Senator DONNELL. For area schools.

Mr. McCARTHY. Yes.

Senator DONNELL. And that is solely on the proportion that the total population bears to the total population of the United States?

Mr. McCARTHY. That is right.

Senator DONNELL. In other words, every State in the Union and every Territory, regardless of its need but solely on the basis of its population, is entitled to share in the \$24,000,000?

Mr. McCARTHY. That is right. Mississippi will get \$391,027.

Senator DONNELL. New York will get how much?

Mr. McCARTHY. \$2,413,555.

Senator DONNELL. But the fact is, Mr. McCarthy, in every instance under this bill the only thing a State will have to show in order to receive the amount of money to which it is entitled is its figures as to

population, either total population or the respective types specified in the bill?

Mr. McCARTHY. That is true, and that is also the basis for the distribution of Federal funds under the Smith-Hughes and George-Deen Acts, and it seems to have been working satisfactorily in that respect in the past.

Senator DONNELL. Regardless of whether it is the basis under the previous acts or not, it is true in this act that the only thing which it is necessary for a State to show in order to become entitled to any of these funds is the number of people, either total population or the respective categories?

Mr. McCARTHY. But in addition to that——

Senator DONNELL. That is correct, is it not?

Mr. McCARTHY. That far it is; but, in addition, they must show their ability to use these funds and use them in conformity with the purposes of the act.

Senator DONNELL. But there is not any requirement in S. 619 by which any State, in order to show its right to money, must show that it needs that money in order to obtain it.

Mr. McCARTHY. No; it is based upon population in some form or another.

Senator DONNELL. Solely on population?

Mr. McCARTHY. That is right.

Senator JOHNSTON. I will call Mr. Roger Corbett; that is a little out of order, but I understand he has to get away.

STATEMENT OF R. B. CORBETT, SECRETARY, AMERICAN FARM BUREAU FEDERATION, WASHINGTON

Mr. CORBETT. My name is R. B. Corbett. I am secretary of the American Farm Bureau Federation.

I am sorry Mr. O'Neal and Mr. Ogg cannot be here. They are attending the San Francisco Conference and had to send a greenhorn to pinch-hit for them.

It is my understanding, Mr. Chairman, you wanted a 10-minute statement, and mine is about that length.

The American Farm Bureau Federation has constantly striven to provide farm boys and girls with educational opportunities commensurate with those available to city boys and girls. Vocational agricultural training has been a part of this program. As early as 1923 the records of the federation show the following:

We recommend that State Farm Bureau officials, in cooperation with the counties, actively participate in the promotion of a comprehensive program of vocational education in agriculture, adapted to the needs of rural communities, with proper committees in each county which shall cooperate with teachers of vocational agriculture.

The records also show the Farm Bureau's support for vocational education in agriculture throughout the years.

In 1940 the Farm Bureau supported the emergency appropriations for vocational education. We said in part:

industrialists have indicated a strong preference to employ rural youth * * * in the defense industries. * * * the practical experience of farm boys with farm machinery and the handling of tools and equipment on the farm enables them to give more satisfactory results when employed in these occupations.

We said further—

We do not believe it is the desire of Congress or the National Defense Commission to discriminate against rural youth and to confine the emergency vocational training program for national defense to the training of youth who happen to live in urban areas. Obviously, such a course would be an unfair and unwise national policy.

Thus the support of vocational agricultural education by the American Farm Bureau Federation is clear cut and has covered a long period of years.

The review of the years shows, however, that from 1926 to 1932 the Farm Bureau's support of vocational agricultural education was at a low ebb. A report describes this lack of substantial interest in the program "largely because of administrative policies within the Federal Board for Vocational Education and partly because of uncertainty as to fields of activity for vocational education and agricultural extension." The Farm Bureau is desirous of supporting an adequate vocational agricultural training program, but it does not wish a repetition of that period in which administrative policies and the lack of a clear cut understanding of the field of activity led to difficulty. It is our considered judgment that S. 619 as now drawn throws two great educational agencies into conflict. We do not believe that Congress wishes to take such action. All of us know of the inefficiencies, the disputes and difficulties, to say nothing of the waste of money that results from duplication and overlapping.

We are particularly concerned with that part of S. 619 which calls for "traveling expenses of teachers" to do work that throws the vocational educational teachers directly into conflict with the extension teachers. This is to be found on page 5, lines 1 through 22. Possibly the key of the statement is found in lines 19 to 22, which read:

That each State plan shall include provisions for an adequate program of vocational training for out-of-school youth and adults and persons returning to farms from the armed services and war industries.

We believe that this provision could be brought into line with the policy which has proven satisfactory through the years by adding these words:

such vocational training shall be confined to systematic courses covering not less than 20 hours of instruction.

This same addition should be made following the word "adult" in line 15 on page 4, and after line 2 on page 7.

Again let me reiterate our studied belief that the passage of S. 619 will lead to confusion, inefficiency, duplication, conflict, and a waste of money, unless amended along the above suggested lines. We feel that vocational agricultural training should be closely coordinated with the work of the several land-grant colleges.

Our second objection has to do with the amount of money requested. The additional amounts of money which this bill would provide would be more than three and one-half times the present regular appropriations for agriculture and home economics and would be about twice the regular appropriations plus the emergency war funds for these purposes. While we want vocational teachers to be adequate in number, well trained, and sufficiently paid, we question if the large increases requested in this bill are desirable. The "Annual Report of the United States Office of Education, 1944" under the heading

"Vocational Education Division," subheading "Agricultural Education" states:

Fiscal year 1944 was the third consecutive year in which there was a serious decrease in agricultural education programs.

Later, under these same headings it says:

There were 9,079 departments of vocational agriculture during the 1942 fiscal year. The figure dropped to 8,452 for the next fiscal year. It is estimated that there were 7,000 departments of vocational agriculture in actual operations as of June 30, 1944.

Later, this same report under the same heading, subhead "Teacher training" states:

More than 5,800 teachers of vocational agriculture have left teaching with 1,862 leaving the work in 1942, 2,319 leaving in 1943, and approximately 1,500 in 1944.

Replacements of newly trained persons from teacher-training institutions have been exceedingly few in number due to the decline in enrollments in the colleges of agriculture and to the operations of the Selective Service Act.

This decline in available personnel and the decline in newly trained persons for vocational teaching is well known to agricultural people. It seems exceedingly doubtful, in light of these facts, that the large increase in funds requested can be efficiently used. We doubt if for several years the trained personnel will be available. In the fiscal year 1943-44 about one-third of the Emergency Appropriation, which we supported, was returned to the Treasury because of inability to obtain personnel to carry on the program. We think, therefore, that the amounts of the appropriations should be reduced considerably and that we should depend upon the wisdom of Congress to appropriate further funds when and if the personnel and the need for personnel becomes clear.

It is our hope that we are entering a period of careful use of Federal funds and while education is one of the fields most worthy of Federal support through grants-in-aid to States, we do not believe that funds should be appropriated which are not clearly usable at the time of appropriation.

Finally, the Farm Bureau wants to reiterate its support of vocational agricultural training. Well administered and free from duplication and conflict, it is a much needed and highly appreciated service.

Senator JOHNSTON. Any questions?

Senator TAFT. I would like you to explain the duplication; that is, what is the present activity of the Extension Service and land-grant colleges as compared to the activity proposed by this bill?

Mr. CORBELL. The essential difference, Senator, is the Extension Service goes to individual farms, works with individual farmers on a nonorganized class basis. For a long period of years the usual procedure has been to furnish vocational agriculture work in organized classes continuing over a period of time and looking toward some recognition of the work that has been done. This bill does away with the formerly recognized basis and throws the two into conflict.

Senator TAFT. You think this bill, without amendment, would authorize the carrying on of individual training of a nature done by the extension colleges?

Mr. CORBETT. We think in effect it calls for it, Senator.

Senator DONNELL. Do you think it is possible to make it mandatory that the State appoint a State director of vocational education?

Mr. CORBETT. Speaking personally, because the Federation has taken no position on this, I feel it should be left to the States rather than required by law.

Senator DONNELL. Has the American Farm Bureau Federation hitherto recognized with respect to other education bills the importance of the relative needs of the States as a method of distribution of funds?

Mr. CORBETT. I have been much interested in your questioning along that line, Senator. I think that we all feel it is highly desirable. The thing we are unable to do is to measure the need so that it can be specific and written into law. I will say one of these population divisions, in the long run, becomes unsatisfactory, especially when piled one on top of the other.

We like to recognize need, but we do not know how to put it in the bill so it can be used.

Senator DONNELL. Have you had occasion to examine S. 181 and the formula there in determining relative need?

Mr. CORBETT. That is the one calling for general educational support?

Senator DONNELL. The National Education Association bill.

Mr. CORBETT. Yes; I have seen the bill, Senator, but I do not know what the provision is offhand.

Senator DONNELL. I understand you do regard it as desirable to adopt the theory of relative needs as between the States if it can be practically worked out?

Mr. CORBETT. That is correct.

Senator DONNELL. In your opinion, you do not regard it as desirable if some other plan can be better worked out for each State to be entitled to some portion of the \$97,500,000 than merely on the basis of population alone?

Mr. CORBETT. I agree with that; yes, sir.

Senator DONNELL. There is nothing in this bill that requires any State, when it walks up to the Treasury for its proportion of the \$97,500,000, to show anything as to its own relative needs as compared to those in other States?

Mr. CORBETT. That is right.

Senator DONNELL. It is solely a question of population, either total population or of the respective categories listed in the bill, that determines the right of the State to the amount of money it gets?

Mr. CORBETT. That is the way we understand it; yes, sir.

Senator DONNELL. Has there been a gradual development in recent years that you have observed of the realization and recognition by the public of the importance of leaving in the States themselves the control of the operation of education in those States, and even though such States be assisted by Federal funds?

Mr. CORBETT. We feel no Federal funds should go into education except on grant-in-aid basis, in which virtually all control remains in the States. Let me qualify that by saying we feel where Federal money is involved there must be the right to check on it to see it is spent in accordance with law, but as to control from the Federal Government or any central organization in Washington, we are not favorable to it.

Senator DONNELL. Have you observed there has been a very considerable increase in the general sentiment of the Nation in the last 10

years to the effect that the States should be the entities in which is left this control of education rather than the Federal Government?

Mr. CORBETT. Among farm people, that is very true.

Senator DONNELL. The Smith-Hughes Act was approved February 23, 1917. Section 8, to which reference was made this morning, uses substantially the same language which I have previously quoted in some questioning concerning that part of this bill extending from line 15 on page 2 to line 6 on page 3.

Mr. CORBETT. I am acquainted with the language.

Senator DONNELL. In other words, S. 619 repeats the same theory with respect to approval by the national administration as was set forth in this bill which was adopted 28 years ago?

Mr. CORBETT. I have not compared the two acts, but I believe this is a little more specific than the Smith-Hughes, but I am not certain.

Senator DONNELL. At any rate, S. 619 does not recognize to any greater degree than did the Smith-Hughes bill, the importance of leaving to the States the ultimate operation and control of its education?

Mr. CORBETT. My answer to that must be "yes."

Senator JOHNSTON. Do you know of any way that we can apportion the money on a more equitable basis than that provided in this bill?

Mr. CORBETT. I wish I did.

Senator JOHNSTON. Do you know of anyone who has even suggested any such plan?

Mr. CORBETT. I am going to study S. 181.

Senator JOHNSTON. Vocational education takes in all of the population, does it not?

Mr. CORBETT. Yes.

Senator JOHNSTON. Is there any better way of apportioning it than on a population basis; would there be a better way?

Mr. CORBETT. I think there is, Senator. I am more acquainted with Connecticut, having worked there for 3 years, and I know Mississippi somewhat. I think there is a greater need per capita in Mississippi than in Connecticut.

Senator DONNELL. Therefore, they should recognize that need in Mississippi if Federal funds are to be apportioned?

Mr. CORBETT. Yes, if you can work it out.

Senator TAFT. My impression is Mississippi has a considerably larger population than Connecticut.

Mr. CORBETT. Yes; but there is still a relatively greater need in Mississippi than in Connecticut.

Senator TAFT. Yes; but I understand Mississippi got \$2,000,000 and Connecticut \$1,000,000; is that evidence of the fact need was taken into account?

Mr. CORBETT. I think it is, partially.

Senator TAFT. It may result very largely from population, but I think there are 6 Congressmen from Connecticut and about 10 or 11 from Mississippi.

Senator DONNELL. Mr. Corbett, this bill entitles every State in the Union and every Territory to some portion of the \$97,500,000, regardless of whether or not every State or Territory needs a dollar of that fund.

Mr. CORBETT. I believe that is true.

Senator DONNELL. I want to make it clear by my reference to S. 181 I am not implying approval of that formula, but I want to ask this question: Do you regard it as important and desirable that study be given to the question as to whether or not some formula or means might be devised by which there can be a distribution made on the basis of the relative needs of the States rather than on some basis solely on population?

Mr. CORBETT. I agree, yes, sir.

Senator MORSE. The Farm Bureau has found administration under the Smith-Hughes Act reasonably satisfactory?

Mr. CORBETT. Yes, sir; except where there has been confusion. We are backing it and find it reasonably satisfactory. The thing we are interested in is not to have duplication and confusion.

Senator MORSE. The Bureau does not propose any specific amendments to the Smith-Hughes law.

Mr. CORBETT. We feel the law does need some changes.

Senator MORSE. But the Bureau does not propose any amendments?

Mr. CORBETT. The Farm Bureau?

Senator MORSE. Yes.

Mr. CORBETT. No, sir. Since we had only 10 minutes, we gave only a general statement as to our position.

Senator MORSE. Now, will you please inform me a bit as to the experience you have had with vocational education under the Smith-Hughes Act?

Mr. CORBETT. Could you be more specific, Senator?

Senator MORSE. Has it been satisfactory?

Mr. CORBETT. In general, it was satisfactory, but there was a time when the old basis of vocational education was done away with in 1936, or earlier, there was a period in there where, because of conflict of administrative policies, we were not happy with it, but with the exception of that, it has been highly satisfactory.

Senator MORSE. As I understand, you have also found the relationship between the so-called extension service and the vocational education service under the act satisfactory?

Mr. CORBETT. By and large, that is correct; yes, sir.

Senator MORSE. To what extent do you think S. 619 interferes with or duplicates the extension services work?

Mr. CORBETT. Well, if you could tell me exactly what the language which I have quoted means, we could do that more specifically. It calls for out-of-school training and does not specify anything further, and that is exactly what extension does, and we want it clear-cut so there is no question of conflict.

Senator MORSE. Your position is that any money that goes for so-called out-of-school vocational education should be extended by the extension service provided for under the Smith-Hughes Act?

Mr. CORBETT. Otherwise, you will have duplication and conflict.

Senator MORSE. The effect of the amendment you propose—will you state the amendment to me again?

Mr. CORBETT. The only specific suggestion we made is to add this:

Such vocational training shall be confined to systematic courses covering not less than 20 hours of instruction.

That is our only specific suggestion. We feel that if that were done, this danger of duplication would be very largely eliminated.

Senator JOHNSTON. How would that eliminate it?

Mr. CORBETT. There would have to be courses that would have to be carried through, while extension services takes an individual meaning, individual farm improvements, and the dividing line has proven satisfactory over the years, and it seems to be at that point.

Senator TAFT. Would you object to the provision that the State plan shall include a plan for out-of-school youth and adults and persons returning to farms?

Mr. CORBETT. We will go along with those words if they are safeguarded with this statement.

Senator JOHNSTON. So you will go along with the bill?

Senator MORSE. Except for this amendment.

Mr. CORBETT. There are two things we have questioned. There are specifics in the bill to go into, but we want it clearly understood that the two great agencies that we support will not be thrown into conflict.

The second position is we question if the amount of money at this time is desirable. We have pointed out it is $3\frac{1}{2}$ times the regular appropriation. That is a very large increase.

Senator MORSE. If there is conflict, I should think both groups would eliminate the conflict by some agreement on the language that would determine jurisdiction.

Mr. CORBETT. Thank you, sir; that is exactly the way we feel.

Senator MORSE. As to the second one, I am not familiar with the situation on a country-wide basis, so I am not ready to pass judgment as to whether the bill is excessive as to amount, but I would like to have more information, if you can give it to me, why you think this bill is excessive in amount, because certainly I would like to presume that not even the proponents of the bill would intentionally ask for money that is not needed.

Mr. CORBETT. We have two reasons for believing that. One is the report of the Commissioner of Education showing a decrease in agricultural development, and by and large, our testimony, of course, applies to agriculture only.

Senator JOHNSTON. Does that not come about on account of the war?

Mr. CORBETT. That is part of it, plus this point: If the fine standards our agriculture has maintained are continued, it means men must be trained—and we know that they are not being trained and that it will be some time before they will be trained. We doubt very much if there will be men who can use this money and put a program into effect on the same standards which have been maintained.

Senator JOHNSTON. Do you mean to say you cannot get men to train them in vocational work?

Mr. CORBETT. It takes some time to train teachers. They have to be college graduates, and we think those standards should be maintained.

Senator JOHNSTON. You mean you will have to have a college graduate to teach vocational work?

Mr. CORBETT. I believe that is true in most all of the States.

Senator JOHNSTON. In other words, to teach some man to do a specific kind of work, you must have a college graduate?

Mr. CORBETT. I believe you have people here who can answer that.

Senator TAFT. It is true in the agricultural field?

Mr. CORBETT. Yes. My knowledge is pretty well limited to the agricultural field.

Senator JOHNSTON. In the textile field we will have thousands of boys who will want to take specific training; will it take a high-school education?

Mr. CORBETT. Do you mean the boy or the teacher?

Senator JOHNSTON. The teacher. The best teacher I ever had in that line was a man who did not finish high school.

Mr. CORBETT. I think you can get the facts on that from other people present.

Senator JOHNSTON. Of course, it is best if you can get a college graduate with the same experience, but experience is what you are trying to bring to the individual.

Mr. CORBETT. We are interested in maintaining levels. We think, by and large, maintaining standards and levels is a good thing.

Senator JOHNSTON. I do not want you to think I am not for higher education. Anybody who knows me knows I fought hard enough to get my A. B., M. A., and LL. B., and I certainly hold education highly, but I think we have been taught by this war we have failed in education to a large extent in the United States.

Senator MORSE. High standards of education are desirable, but there is an immediate need. The vocational education people are very much concerned about a large contingent in our population immediately after this war who are not going to be trained for a higher level of employment which they are capable of performing because of the failure of vocational education service to give them that training. There is going to be an emergency need.

I understand your point to be we do not have the teaching personnel available immediately after the war to give them the training you think they ought to have in accordance with the standards that prevailed prior to the war, and therefore those prospective students are going to have to postpone that training until such time as this particular educational field furnishes a sufficient number of teachers to meet the standards the profession maintained prior to the war. Am I stating it correctly?

Mr. CORBETT. Yes; that is a fair statement.

Senator TAFT. You say the amount is three and a half times?

Mr. CORBETT. For agriculture.

Senator TAFT. Taking the bill as a whole, it is nearly five times—the new appropriation will be nearly six times the old appropriation, if the full amount authorized in the bill is appropriated. I got the idea you thought that extension should be slow, that you cannot expand overnight and have efficient service.

Mr. CORBETT. That is essentially right. To go back to the previous question, we feel it is a serious thing to let your standards down because they tend to remain as standards and they must be very carefully preserved. But you are expressing the point of view very well, Senator.

Senator TAFT. The original act provided for building up a little more every year. Something may be done here in the way of graduating the figure.

Mr. CORBETT. Yes.

Senator MORSE. I agree it is very serious to let the standards go down, and where, in a particular field, it is not necessary to meet a need, I would be opposed to lowering the standards. That has al-

ways been my position with regard to legal education. I do not think there is any justification for lowering the standards because I do not think there is any need for it there. But when you have to contrast here the employment needs, assuming the figures to be correct, of the three million group, and we know an additional group that went directly from high school, or even before they graduated from high school, into the Army, who are not in a very strong position to compete in the labor market except on a common labor basis, then I think the vocational-education people should also consider to what extent they would modify their standards. Of course, they should safeguard that so as to insure that the people who are accepted on a temporary basis will get more training on their own account along with their teaching so they can perform a higher level of teaching. It is not going to help that group of between 3 and 5 million people who need this training to compete in the economic life of this country, to say, "We will give it to you 10 years or 6 years or 3 years after the war, but we will not give it to you immediately after the war."

Senator TART. Let me refer to this group of 3 to 5 million; we are giving them a couple of years education in college, and they are back right in school with everybody else. We certainly do not provide vocational education for the 2,400,000 who graduate from college every year in this country. Vocational education is only a partial supplement to mass education. We are giving every man who has not finished high school an opportunity to finish. Of course, many of them will want vocational education, but you cannot start with a figure of from 3 to 5 million.

Senator MORSE. Whatever the figure is in excess of what they can service under present standards is what I have in mind. I do not know what it is. I think we ought to try to provide for an educational system with that training. I do not think the system will justify saying, "We cannot give it to you because we do not have the personnel to give it to you."

Mr. CORBETT. May I make this statement: A survey has been made of men who intend to go back to farms. We find a high percentage of those men—800,000 is a big sample—had already had 1 year of actual farming experience. We also found a very large percentage knew the specific farm they wanted to buy when they came back. In other words, our knowledge of agriculture does not show that in our field there is going to be the tremendous need in this level of education which may be true in other fields. In agriculture, what knowledge we have indicates that is not true.

Senator MORSE. If there is not going to be that need, why do you argue you do not have sufficient personnel at the present time? If you are not going to have a much greater student population than before, why do you not have the personnel?

Mr. CORBETT. We think there will be some expansion, but to talk in the terms in which you were talking, we question that, particularly in the agricultural field.

Senator TART. I think your whole testimony reflects the agricultural question solely. You say everybody who is going back to the farm has been a farmer; that very few city people will start farming. It is wholly unlike the industrial situation where people will have to learn

a trade. So, I think we can take your testimony as referring to the agricultural end of the problem.

Senator MORSE. If, in the future, you find any data, I wish you would put it in.

Senator JOHNSTON. Thank you.

Mr. Mark Smith.

STATEMENT OF MARK SMITH, SUPERINTENDENT, MACON AND BIBB COUNTY SCHOOLS, MACON, GA.

Mr. SMITH. Mr. Chairman and gentlemen of the committee, this is Mark Smith, superintendent of Macon and Bibb County schools, Macon, Ga. I have served as president of the Georgia Education Association, as president of the Georgia High School Association, as a life member of the parent-teacher association, life member of the National Education Association, member of the American Vocational Association, member of the executive committee of the Horace Mann League, and served as president of Kiwanis International in 1940-41.

I am here today representing the Georgia Vocational Association, Macon and Bibb County Board of Education, and certain business people of my community and State in behalf of S. 619. I shall endeavor to prove conclusively the interest of the business people of our section in this particular bill by submitting letters from certain leading businessmen of my State. I shall endeavor to show why the school superintendents, the boards of education, and the businessmen of our section feel that S. 619 would be a definite step forward in vocational education in my State and, of course, if it applies to Georgia, it applies to the entire Nation.

We are interested in every phase of this bill. I would like at this time particularly to call your attention to the provisions for area vocational schools. In extending the educational opportunities of vocational training throughout the country to both youth and adults, we must make it general enough to meet the needs. I grant you that it is necessary to carefully plan in each area according to actual needs. The development of area vocational schools will prevent the establishment of a large number of small vocational programs which would be rather expensive. Already existing successful vocational schools could be enlarged to care for both school age and adult programs in a larger area. In this manner more varied courses could be offered, and better teachers secured, and in all respects better training given.

The State of Georgia is particularly interested in area vocational schools. Our legislature has passed without a dissenting vote a bill providing for the establishment of area vocational schools in the State.

May I have the privilege of presenting for your consideration just what we have done in Bibb County and Macon, Ga., in the way of national defense training, which has been financed through the national defense vocational education program. I think these figures and statements will prove conclusively that area vocational schools established through this bill can be operated for the retraining of returned veterans and for the retraining of war workers for civilian work. This work, of course, has been with adults. A similar program can be carried on in the area schools for youth and adults.

TABLE 9.—*Statistical report of war-production training, Bibb County, August 1940 to April 1, 1945*

VOCATIONAL EDUCATION DEPARTMENT		
	Number	Cost
Number of people trained.....	16, 090	
Cost of instruction and instructional supplies.....		\$391, 232. 78
Cost of equipment.....		188, 651. 19
Total cost.....		579, 883. 97
Cost per pupil for training, including cost of equipment and instruction.....		36. 04

ESTIMATED COST OF SALARIES PAID TRAINEES DURING TRAINING		
Number trained for aircraft industry.....	4, 250	
Average length of training, 2 months, salary at rate of \$100 per month, paid by employer.....		
Total cost.....		\$1, 587, 383. 00
Number trained for U. S. naval ordnance plant.....	10, 750	
Average length of training, 2 weeks, salary at rate of \$15 per week per trainee, paid by employer.....		
Total cost.....		322, 500. 00
Number trained in welding and miscellaneous fields, not being paid a salary by employer while in training.....	1, 090	
Total number given preemployment training.....	16, 090	
Total cost, including salaries (estimated) paid by employer, equipment and instructional cost.....		2, 489, 766. 97
Average cost per trainee for salaries (estimated) paid by employer, equipment and instructional cost.....		154. 74
Average cost per trainee for equipment and instructional cost only.....		36. 04

You will notice salaries of trainees were estimated, as the agency for whom training was done paid the salaries, and those figures were not available. If there is a discrepancy, it is overestimated. The preceding report of the "Number of Trainees" does not include approximately 3,000 trainees given supplementary training. However, the cost is included in the above figures; also 1,000 trained in the training within industry, job instruction training, job relation training, job methods training, or conference leading for supervisory personnel requested by the War Manpower Commission and operated and paid for by the Vocational Department. These figures were not included in the number of trainees, but again the cost of this program is shown in "Total cost."

In addition to the above training, the regular program, under the Smith-Hughes and George-Deen acts has continued to operate with a large attendance. The attendance averages 1,000 per month, and with sufficient funds, the enrollment could easily be increased to 2,500 per month.

Many of the people in the regular program take short specialized courses, lasting from two to four weeks.

The veterans' program under the GI bill is coming along, and many of the boys will attend classes as long as 4 years. They will not tolerate anything other than the best.

War-production workers will need to be retrained for different occupations and trades. Many are now in training during their leisure time. This, however, will be a large program within itself, since war-production workers must be retained and reestablished in civilian life.

In our program in Macon, training can be carried on with a minimum of overhead, and we can train with our present equipment

as many as 3,000 persons at a time. We are looking forward to more building space for shops, classrooms, and assembly rooms.

Under this bill, the training will be in the hands of State and local educational authorities, and will be an extension of the present vocational educational program. This bill requires no new systems of schools, and no new administrative units. The bill does not provide any Federal funds for administration. It should not provide Federal funds for administration, since the funds are administered through the present channels operating the public vocational schools throughout the country. The public schools have proven their ability for this type of work in such training programs as I have mentioned above.

We are in favor of decentralization, such as this bill provides. The provision for an advisory committee consisting of employers and employees is an admirable position for the sponsors of this bill to take, because by this means, the bill will assure sound vocational programs in each locality in accordance with occupational needs. May I illustrate what I mean in this way: In Macon, we made a survey and found that 121 auto mechanics were needed. At a meeting of the advisory committee our vocational director was authorized to set up immediately an auto-mechanic shop and begin training men to fill these positions.

I shall not attempt to mention all the provisions of the bill, but would like to present my views, which represent the views of my people, on vocational home economics:

1. Why should training for the vocation of homemaking be included as a part of the instructional program in all public schools?

Since all people are faced with the problem of making a home for themselves, and therefore, have problems of home living, we might assume that all people had some basic training in homemaking. Homemaking is a vocation in which practically all adults engage regardless of their particular needs and abilities. Certainly, training for homemaking should be a part of the training of all girls and women since a large majority of them do eventually follow the vocation of homemaking either on a part-time or full-time basis. Education for the vocation of homemaking should not be left to chance, but should be provided through public education for all homemakers.

2. Why is training in homemaking particularly needed today?

Homemakers are being faced with many new and difficult home problems which have been brought about by the war situation; increased cost of food and food shortages call for more knowledge of nutrition, meal planning and preparation; increased cost of clothing and clothing shortages call for more knowledge of how to sew, how to buy, and how to live within the budget. Women working outside the home need more knowledge of home management, better housekeeping methods, and care of children. Shortages of doctors and nurses call for more knowledge of home nursing, and so forth.

The family pattern of today is changing. Men and women both are working outside the home. All members of the family are having to assume more responsibility for work at home; therefore, they need more training and better understanding of problems involved. Many women will return to full-time homemaking after the war. Others will not be able to return either because they will be the sole breadwinners or because their husbands' salaries will not be sufficient to main-

tain the desired standard of living. Other women will prefer to continue in business rather than return to homemaking.

Women and girls need homemaking training in order to make the kind of homes which will contribute to favorable emotional and social adjustments of returning servicemen—good food, orderliness, and so forth.

Because of the increased status of women in business, we need more than ever to educate girls for homemaking in order to make homemaking more attractive to them. The attitude of boys and men toward this will, no doubt, have much to do with whether or not women assume homemaking as a major vocation.

There is a close correlation between satisfactory housing conditions and delinquency. Girls and women need training in how to plan the type of homes which will contribute to satisfactory home living.

3. How might additional funds for vocational home economics be used to advantage in Georgia?

(a) For the development of adult homemaking education centers in the eight larger cities in Georgia.

(b) Employing a State supervisor of family life education.

(c) Providing staff and equipment for eight proposed area vocational schools.

(d) Expanding the regular day school by approving new departments—at least 100 additional departments now are ready for approval.

(e) Adding special adult homemaking teachers for large rural schools.

(f) Adding consultants in homemaking for elementary grades, housing projects, commercial concerns, veterans advisory councils.

(g) Adding necessary additional staff to teacher-training institutions.

(h) Expanding apprentice program for preservice training of teachers.

(i) Adding itinerate teacher trainers for in-service training of teachers.

(j) Assisting with the purchase of needed equipment in high-school homemaking departments.

(k) Setting up a program of research in homemaking education.

Occupational information and vocational guidance. There will be a tremendous number of people changing occupations after the war, and the provisions in this bill for vocational guidance will certainly help in directing youth as well as adults, in landing in the proper field of endeavor.

In thousands of cases, it will mean that the particular individual is trying the difficult climb back to normalcy, back to a feeling of self-confidence, and in a sense a renewal of personal worth. This provision of the bill will make it possible to place people in charge of guidance programs who are capable of handling these cases without errors that may undo personality development.

I am particularly interested, and so are the people of my State, in the provision of this bill for increasing training for distributive occupations. This particular phase of the bill will reach the largest occupational groups in the country, and at the present time they are among the poorest trained groups. In our locality we are receiving calls constantly from wholesale and retail organizations requesting

aid in developing this group. There is no doubt in my mind that the public has come to recognize the necessity for enlarging this program. To substantiate this statement, may I submit the following letters:

S. H. KRESS & Co.,
New York, N. Y., April 25, 1945.

Dr. MARK SMITH,
Board of Education, Macon, Ga.

DEAR SIR: I wish to express my appreciation for the help and the cooperation that the Board of Education has shown us during the past year through their program of distributive education.

Distributive education has helped us keep a trained staff of employees during the peak seasons of the year, and has been very instrumental in this store rendering the service to the public that it has. Your staff of teachers has worked with us and has taught our employees essentials of salesmanship. Through this program, many of our employees have almost doubled their earning capacity. I am delighted to increase pay when an employee deserves it.

I am of the opinion that this course should always be available to high-school students to help prepare them for a vocation. If you would like to observe the work being done by these students at any time, I would be glad to have you visit us.

Yours truly,

F. H. RIDDLE.

RICH'S, INC.,
Atlanta, Ga., April 26, 1945.

Dr. MARK A. SMITH,
Superintendent of Schools, Macon, Ga.

DEAR MR. SMITH: Rich's has been an enthusiastic supporter of the distributive education program since it was first established in Atlanta. Like all new plans it has had growing pains, but we feel it is now coming of age. The program has grown with mutual understanding. Each year finds greater interest on the part of stores and schools.

The success of the entire program, as I see it, depends on the caliber and quantity of those selected to supervise and administer this program. Here in Atlanta and Fulton County we are now fortunate in having a professional staff with a practical viewpoint of stores and their problems.

The cooperative program is progressing nicely under able leadership, but the service rendered to adult classes is still much too limited. An expansion of this program is earnestly desired if distributive education is to go forward rather than slip back. Nothing can stand still.

It is not too much to hope that the distributive clubs formed by young people in the cooperative program shall occupy as important a place in the economic picture as the 4-H and FFA. We are backing this program with our full support.

Very truly yours,

FRANCES C. RANNELLS,
Training Director.

SEARS, ROEBUCK & Co.,
Macon, Ga., April 26, 1945.

Dr. MARK SMITH,
Superintendent of Schools, Macon, Ga.

MY DEAR MR. SMITH: At a recent meeting of the Miller High School class of retail students I made a statement concerning the expense of training new employees in the retail field versus the expense of training those employees that have received a course in distributive education.

In the above-mentioned statement, I said that although figures are not always accurate, the best estimate we can arrive at indicates that the cost of training a new high-school graduate to the point where their work is of material benefit to the retail store operator is in round figures approximately \$2,500 per employee. Of course, this figure covers loss of company good-will through careless and ineffectual handling of customers, actual errors in handling of cash sales, loss of time from their departments during training classes, etc.

It is my personal opinion, and also the opinion of all merchants I have discussed the matter with, that the work of the vocational department in the high schools is one of the most productive courses that are being offered, and

we would like to see this program continued and become a part of the high-school curriculum.

Yours very truly,

JACK ROBINSON, *Store Manager.*

F. W. WOOLWORTH Co.,
Macon, Ga., April 26, 1945.

Dr. MARK SMITH,
Bibb County Board of Education, Macon, Ga.

DEAR SIR: I am writing you in regard to your work in distributive education.

We have in our store four who have been with us for 2 years, and who for the past year have been taking your course in distributive education. I am happy to say that all four of these girls are doing splendid work and that we have been able to promote all of them to supervisory work or put them in charge of our better volume departments.

I have had the pleasure of working with Mrs. Pipkin and Mrs. Westbrook, both of whom I think very capable in this line. I'm more grateful at a time like this when everyone seems to forget that there will be a time when a young person will need training and experience to take his place in the retail field of tomorrow.

I feel very sure that the girls of Miller High School will have great opportunities with all the leading merchants in Macon as we appreciate the most kind and capable service rendered to us in 1944-45.

I only wish it were possible to get four times as many girls in my store in 1946 from Miller High School as I had in 1944-45.

With best wishes to you and your staff.

Yours truly,

F. W. WOOLWORTH Co.
S. C. CAMP.

REYNOLDS CORP.,
UNITED STATES NAVAL ORDNANCE PLANT,
Macon, Ga., April 13, 1945.

Dr. MARK SMITH,
Superintendent, Bibb County Schools, Macon, Ga.

DEAR DR. SMITH: In February 1941 construction was begun on the naval ordnance plant, and production operations were started in October of that same year. While construction was going on, the Macon Vocational School trained our first female production workers, and has continued to do so until the present time. We expect to use vocationally trained female workers exclusively as long as we operate the plant. This record bespeaks our high regard for the trainees from the Macon Vocational School, and I want to assure you that in my opinion such a program should receive the full support of all concerned, and continue to serve the needs of industry in the future as it has so admirably done in the past.

Yours for victory,

R. J. ANDERSON,
Vice President and General Manager.

Dr. MARK SMITH,
Superintendent, Bibb County Schools, Macon, Ga.

DEAR DR. SMITH: I would like to take this opportunity to let you know that during the past 4 years the Macon Vocational School has served the preemployment training needs of this plant to our entire satisfaction. When construction began on this war plant in February 1941, it was a known fact that skilled labor was not available for our production lines. Since that time, every female production worker employed (approximately 15,000 total) has been trained in the Macon Vocational School, and their work at the plant has proved to be highly satisfactory.

In my opinion, vocational training has definitely proved its value to industry, and most certainly should be carried on as a permanent program in the future.

Yours for victory,

CAREY O. PICKARD,
Director, Personnel and Protection,
United States Naval Ordnance Plant.

MACON CHAMBER OF COMMERCE,
Macon, Ga., April 26, 1945.

Dr. MARK SMITH,
Superintendent of Schools, Macon, Ga.

DEAR DR. SMITH: We are advised that you shall soon represent the local interests in vocational education before a hearing on this subject in Washington.

As representative for most of Macon's retail, wholesale and service establishments, this organization wishes you to have our experience with and opinion of vocational education as we consider this program one of the most essential phases of both present and future development in a wide field of our economy.

By training boys and girls for vocations providing profitable employment rather than confining all elementary education to academic courses, you have taken a great stride forward in eliminating "wasteful" training which provides minimum benefits after graduation from school.

Our businessmen who have had the opportunity of using students of your vocational education program highly praise the interest and efficiency displayed by these students.

We earnestly hope that this program may be expanded to provide this valuable training for more high school boys and girls and we are confident that the results would be realized by more and better trained producers in industry, retailing and all phases of commerce.

Very truly yours,

WALTER CATES, *Executive Secretary.*

AGRICULTURAL AND INDUSTRIAL DEVELOPMENT BOARD OF GEORGIA,
Athens, Ga.

Mr. MARK SMITH,
Superintendent of Schools, Macon, Ga.

DEAR MR. SMITH: The education panel of the Agricultural and Industrial Development Board of Georgia is making a comprehensive study of the needs of education and especially of vocational education in the State. We have gathered and are now processing large quantities of data about the needs for vocational education.

From the information now at hand, I am convinced that one of the greatest needs in Georgia is a more adequate program of vocational education. I am also convinced that it is financially impossible for the State to provide adequate training in this field for all of her youth and adults without assistance from the Federal Government.

In my judgment, the area vocational school must be established as one of the ways to meet this need. Your situation is a good example of the need for an area vocational school. You are located in an urban community that is highly industrialized. Our data show that the 12 neighboring counties to your community lose approximately 50 percent of their youth before they are 24 years of age. A larger percent of these youth go to your and other urban communities.

In none of the 12 counties referred to are there enough high-school and out-of-school youth to make it practical to establish a vocational school adequately equipped and staffed to train persons for the occupations into which they go. On the other hand, with an area vocational school located in your city and made available to the 12 neighboring counties adequate vocational opportunities could be provided. Such a school could provide adequate training for all of the important occupations in your city and for the area served.

Very truly yours,

O. C. ADERHOLD.

BRUNSWICK MARINE CONSTRUCTION CORP.,
Atlanta, Ga., April 17, 1945.

Mr. JOHN MINTER,
Director of Vocational School, Brunswick, Ga.

DEAR MR. MINTER: This is to advise that, inasmuch as we do not have a training program for upgrading or preemployment within our yard, it is necessary for us to use your facilities for this training.

We feel that the Brunswick Vocational School and its facilities are essential for our training for upgrading, and we have a number of our employees enrolled in your school.

We hope that this program will continue as long as our defense training needs can be met by its use.

Very truly yours,

L. M. TEMPLETON, *Personnel Director.*

THE STEEL PRODUCTS CO., INC.,

March 28, 1945.

SAVANNAH VOCATIONAL SCHOOL,

Savannah, Ga.

GENTLEMEN: We wish to take this opportunity to commend you for the excellent work done by the Savannah Vocational School in preliminary training of unskilled employees. Without the assistance given us as well as other local plants in the training of unskilled and women employees we could not have met the increased production placed upon us by the present emergency.

We were the first Savannah concern to call upon you for this training and the first to employ women. A part of the first class of women is still in our employ and are the most proficient employees we now have.

Again thanking you for your past efforts and hoping that you may be able to continue your good work which has been so helpful and necessary to the success of the industries of Savannah.

Yours very truly,

J. C. CHESHIRE, *Superintendent.*

UNION BAG & PAPER CORP.,

New York, N. Y., March 22, 1945.

Mr. F. C. UNDERWOOD, Jr.,

Director, Savannah Vocational School, Savannah, Ga.

DEAR MR. UNDERWOOD: We would like to express to you our appreciation for the fine services rendered Union Bag & Paper Corp. by your school.

An outstanding example of progress made under your VE-WPT program is demonstrated by the fact that prior to the training program our statistics show that it required 6 weeks for a new worker to develop such manipulative skill as is required to operate a paper-bag machine. After the job was broken down and definite instructional units set up, we found that it now required only 8 days of training. In addition to this, absenteeism was reduced, the quality of the bag was improved, and the workers themselves better qualified for their jobs. In total this represents not only a tremendous saving in manufacturing costs to us but, on the other hand, has been a major factor in helping us to meet our production requirements for the war effort.

We salute the Savannah Vocational School for its outstanding assistance and cooperation given the war plants in this area.

Yours very truly,

UNION BAG & PAPER CORP.,

J. C. JENKINS,

Training Director.

SAVANNAH MACHINE & FOUNDRY CO.,

Savannah, Ga., March 27, 1945.

Mr. FRANK C. UNDERWOOD, Jr.,

Director of Vocational Education, Savannah Vocational School,

Savannah, Ga.

DEAR MR. UNDERWOOD: When this yard began its operations in 1941 there were no skilled mechanics in the ship-construction industry available to us. Recognizing this fact this company called on the Savannah Vocational School to organize and conduct training classes for various crafts essential to our business.

Since that beginning hundreds of trainees have come through the vocational school to our plant. Welders, sheet-metal workers, pipefitters, lay-out men, loftsmen, draftsmen, machinists, plumbers, shipfitters, and electricians who had their initial training at the Savannah Vocational School are now filling jobs capably at this company.

In addition to the basic training offered at the school, supplemental training has been conducted in our plant through the extension service of the Savannah Vocational School. The entire program of training has been of inestimable

value to this company, and we would like to take this opportunity of thanking both you and the people associated with you for your contribution to our success.

SAVANNAH MACHINE & FOUNDRY Co.,
W. N. PITTMAN, *Director of Training.*

GEORGIA POWER Co.,
Atlanta, March 19, 1945.

Mr. C. R. TOWNSEND,
Supervisor, Board of Education, Atlanta, Ga.

DEAR MR. TOWNSEND: Your letters of March 10 with reference to Charlie Foster, J. R. Ballew, and H. R. Ratterree, who have been attending training school instructed by Mr. Arthur D. Perkins.

Each of these employees is receiving the type of training needed for the job they have to do, although it is a little early to say whether or not much improvement has been made, but with the rating which they have been given I am confident that it will materially improve them in their daily work.

Training in electric refrigerator repair work, to my knowledge, has not been given the place in business or in industry that it should. More power to you, and I hope there will be many more similar schools.

Yours very truly,

H. F. WOODALL,
Division Appliance Repair Superintendent.

JOSEPH SALOOM VARIETY STORE,
Macon, Ga., April 27, 1945.

Dr. MARK SMITH,
Board of Education, Macon Ga.

DEAR SIR: I wish to express my appreciation for the cooperation that the board of education has shown us this past year through their program of distributive education.

I have had ample opportunity of observing what distributive education can do. One of my employees entered your classes, from the great change I can see that her teachers have really taught her the essentials of good salesmanship.

My other employees have noticed these changes and have learned to be more courteous. I find them following her example.

This is why I am of the opinion that this course should always be available to high-school students. I hope to be able to use more of the girls later.

Sincerely,

JOSEPH SALOOM VARIETY STORE,
ANN SALOOM.

ATLANTIC COTTON MILLS,
Macon, Ga., April 24, 1945.

Dr. MARK SMITH,
*Superintendent, Bibb County Schools,
Macon, Ga.*

DEAR SIR: We have taken advantage of the vocational training for our textile plant here and have gained much from it. We feel that it is a necessary part of the school system and should be supported more fully.

From time to time we will be calling on you for training our help to a higher efficiency. We are fully in accord with this type training and will assist you in any way possible in supporting it.

Yours very truly,

E. L. HOLT, *Superintendent.*

The public schools are close to the hearts of the people; therefore, they are the logical place for vocational education of all kinds to be done. Community cooperation can certainly be best developed through an educational program.

This bill, S. 619, provides for better community developments, and the administration of this bill can and will open the door between the school, the home, and business.

Senator TAFT. Have you an area school?

Mr. SMITH. We have been designated by the State as one of the area schools.

Senator TAFT. But what you have been describing is the regular board of education program and not the area school?

Mr. SMITH. The point I am making, Senator, is under this bill an area school can do the same thing we have been doing under the national-defense program.

Senator TAFT. Would the area school be under the State Board of Education or the State director?

Mr. SMITH. Under the local board of education, under our law in Georgia.

Senator TAFT. How do the other 12 counties come in. What do their boards of education have to say about it?

Mr. SMITH. The law provides, Senator, sufficient money—not sufficient, but some—to pay the transportation of those people from the other counties into this area school, and the other boards of education would have to work in conjunction with the area school board of education.

Senator TAFT. But the area school would be supported entirely by Federal and State funds and not by local funds, or how does that work?

Mr. SMITH. Those attending the area school who live in our county, they would be the local board's responsibility; those coming from the surrounding counties would be paid by Federal and State funds; other expenses would be paid by our board of education.

Senator TAFT. That is the Georgia law?

Mr. SMITH. Yes.

Senator TAFT. Of course, the State could make any provision they wish regarding an area school that was established.

Mr. SMITH. Yes, sir.

Senator TAFT. Can you tell me how much is spent in Georgia on vocational education?

Mr. SMITH. I believe Mr. Mobley will give the exact figures on that; I am not acquainted with it. I can get those figures from him and include them in my testimony.

Senator TAFT. Do you know how much your county spent and where you got the money from?

Mr. SMITH. Yes, sir.

Senator TAFT. Will you give us that?

Mr. SMITH. In our county we spend about \$12,500 we get from State and Federal funds, and locally we spend in the neighborhood of \$20,000 on what we call our regular vocational program. This national-defense program I have been explaining was paid entirely by Federal appropriation.

Senator JOHNSTON. So the total is how much?

Mr. SMITH. About \$35,000, in the neighborhood of \$35,000. We are reaching about a thousand people when we should be reaching in the neighborhood of 3,000, and when the war is over and these men and women are dismissed from the war plants in our neighborhood, which will be true of every other community in the Nation, it seems to me one of the big jobs of vocational education will be to retrain those people to go into work other than war. We also have the returning veterans to take care of.

Senator JOHNSTON. You have how many counties; about 160?

MR. SMITH. One hundred and fifty-nine.

SENATOR TAFT. Have you had many returned veterans yet?

MR. SMITH. We have only 6 in school, Senator. We have had a good many returned to the county. I think from the county we probably have 15 or 20 in colleges—Mercer University and the University of Georgia.

SENATOR TAFT. I thought of a proposal that might reduce somewhat the temporary burden by providing under the GI bill that they pay direct tuition to you to cover the costs. We would have to amend the bill. If we reduced the total here, we could amend the bill to provide, as far as veterans are concerned, so that you could be paid directly under the GI bill just as private business colleges could be paid.

MR. SMITH. We are handicapped. We cannot charge them tuition because we have never charged tuition. So far, in our particular situation, we have not turned any returned veteran down who wanted to take the course at our school; we have taken care of them.

SENATOR JOHNSON. Any further questions? [No response.]

Thank you.

I have some papers which have been handed to me for insertion in the record.

(The documents referred to are as follows:)

STATEMENT BY F. L. SCHLAGLE, PRESIDENT, NATIONAL EDUCATIONAL ASSOCIATION
OF THE UNITED STATES

In submitting this statement favoring and urging an increase in public funds by our Federal Government for vocational education I am doing so as president of the National Education Association, which is vitally interested in a much stronger system of public education in our democracy. All our youth, in all sections of our country and in every community, must have adequate educational opportunity for the kind of an education which will help them to become the most useful citizens possible to their communities, their States, their country, and the world.

Every child must be given a sound basic education, including citizenship, character, and health, and, in addition to his basic education, he must have the opportunity to develop his special abilities and skills. This cannot be done without increased funds for the whole field of vocational education.

In addition to our basic ongoing program of vocational education, we must provide vocational education and retraining for hundreds of thousands of our youth returning from the armed services and for thousands of persons as they are demobilized from essential war work.

Our country's full development and its place of leadership in the world make the demand for more Federal funds for public education urgent at this time.

I earnestly request the Congress to give serious and favorable consideration to enacting legislation which will make adequate funds available for the whole field of vocational education.

RHODE ISLAND STATE COLLEGE,
Kingston, R. I., April 26, 1945.

HON. THEODORE FRANCIS GREEN,
Senate Office Building, Washington, D. C.

DEAR SENATOR GREEN: It has come to my attention that Senate bill No. 619, to provide Federal support for vocational education, is similar to S. 1946 of the Seventy-eighth Congress, with certain clauses rewritten. It provides for instruction of "less than college grade," which is defined in section 8 as follows:

"Instruction of less than college grade shall mean instruction necessary to develop occupational skills and judgments and to acquire knowledge for occupational advancement, and which does not require college matriculation or lead to a college degree."

We feel that this is an objectionable feature of the bill because it would label much of the extension work now being done by colleges and universities as

"less than college grade." For example, under this definition, the bill might encroach upon the field of cooperative extension work in agriculture and home economics, which for years has been established as an important function of the State colleges and universities. This work does not lead to a college degree, but it is recognized as a proper part of a college program. Also, much of the programs of adult education carried on by colleges and universities in other academic and professional fields is of the noncredit nature, and yet is most assuredly in the "higher education" bracket, above the secondary-school level.

I therefore suggest that, if a definition of "less than college grade" is to be included in the act the following be substituted for the definition in section 8:

"'Instruction of less than college grade' shall mean instruction in courses to develop occupational skills and judgments and to acquire knowledge for occupational preparation or occupational advancement of such a nature as is usually found in courses taught by secondary and vocational schools, and not by colleges and universities, and is designed for the preparation of those occupational pursuits for which training beyond a high-school education is not commonly required."

I understand that hearings on the bill are scheduled for April 30 and May 1 and 2. If you will present this proposal to the committee to which the report has been referred, your cooperation will be greatly appreciated.

Sincerely,

CARL R. WOODWARD.

THE BARRE GRANITE ASSOCIATION, INC.,
Barre, Vt., April 19, 1945.

The Honorable GEORGE D. AIKEN.

Senate Building, Washington, D. C.

DEAR SENATOR: We want to express to you our appreciation of your efforts in connection with furtherance of vocational education covered, as we understand it, by bill S. 619.

We believe sincerely in the many advantages that will accrue to the Nation through a properly directed vocational educational program, and we are glad to know that our representatives in Washington feel the same way about it.

Cordially yours,

ARTHUR S. GUY.

BURLINGTON CHAMBER OF COMMERCE,
Burlington, Vt. April 24, 1945.

Senator GEORGE D. AIKEN.

Senate Office Building, Washington, D. C.

DEAR SENATOR AIKEN: On the recommendation of our national councillor, this chamber is prepared to support S. 619, providing for vocational education.

Sincerely yours,

CHARLES E. TOWNSEND, Executive Secretary.

Senator JOHNSTON. We will recess at this time and will meet again in this room at 2:30.

(Whereupon, at 1:05 p. m., a recess was taken until 2:30 p. m. of the same day.)

AFTERNOON SESSION

(The hearing was resumed, pursuant to the recess, at 2:30 p. m.)

Senator JOHNSTON. The first witness is Mr. Fred Brenckman. Please proceed, Mr. Brenckman.

STATEMENT OF FRED BRECKMAN, WASHINGTON REPRESENTATIVE OF THE NATIONAL GRANGE

Mr. BRECKMAN. Mr. Chairman, my name is Fred Brenckman. I am the Washington representative of the National Grange, which is America's oldest farm organization. We are established on a State

basis in 37 States. We have a total membership of approximately three-quarters of a million people.

The National Grange has been a staunch friend of our system of vocational education since its inception.

We supported the Smith-Hughes Act, passed in 1917, which authorizes Federal appropriations of \$7,000,000 for cooperation with the States for the promotion of vocational education. We likewise vigorously advocated the George-Deen bill of 1936, authorizing additional appropriations of \$14,000,000 a year for the further development of this type of education.

Grange support of our system of vocational education is based on the fact that it fulfills a very practical need. We also approve of the democracy of the plan, which vests in the people of each community where vocational schools have been established the largest possible measure of local initiative and control.

In my work as the Washington representative of the National Grange, I have been brought into frequent contact with vocational agricultural teachers in quite a number of States. The more I have seen of their work, the better I have liked it. Some years ago, I made the acquaintance of a vocational teacher named W. V. Fielder, a graduate of the Virginia Polytechnic Institute, who was stationed in a rural community about 10 miles from Salisbury, N. C. When it was first proposed to open a vocational school at this point, many of the taxpayers of the locality were doubtful about the feasibility of the undertaking.

While the people of the neighborhood believed in progress, they were none too prosperous, and they naturally counted the cost that a vocational school would entail. The plan was approved and the school was established.

During the ensuing 6 or 7 years the farmers of the locality enjoyed a greater degree of prosperity than ever before, and the entire community was transformed as a result of improved farming practices. While the farmers and their families loyally cooperated, much of the credit for the results achieved went to Mr. Fielder, because he was a fine teacher and a good community leader.

One day during the depth of the depression, I visited a community in Adams County, Pa., where Gettysburg is located, where a vocational school had been established. My purpose was to contact the teacher of this school, and I was disappointed and I was told that he was not at home.

Upon inquiry, I learned that he had chartered a bus and that he and the boys of his school were on a vacation trip to California. When I asked where the boys got the money, to make such a long and expensive trip, the answer was that they had earned it by growing special crops under the guidance of the vocational teacher. Although I was sorry to miss the teacher and the boys, I would much rather hear that they had gone off on a vacation trip under the conditions mentioned than to hear that the majority of them were on relief.

When the George-Deen bill was pending in 1936, and when millions of people were on the Federal relief rolls, I remarked to my friend, Fred Smith, of Arkansas, who is one of the vocational leaders of that State, that it probably would be safe to say that not many of the boys who had received vocational training, would be found on relief.

In response to this observation, Mr. Smith declared that a census comprising about 375 boys in a certain district of his State who had received vocational training showed that not a single boy or any of the members of their families were on relief.

At that time many thousands of high school and college graduates were unemployed and had no means of making a livelihood. While no one will deny the advantages that go with a liberal education, the importance of the kind of training that enables the members of the rising generation to become useful and self-supporting citizens cannot be overemphasized.

The food production war training courses conducted by the teachers of vocational agriculture are worthy of special mention. These courses are classified as follows: Elementary auto mechanics; metal-work; woodworking; electricity; farm machinery, with emphasis on repair; production of milk, poultry, beef, pork, vegetables, and other products urgently needed for war purposes; production, conservation, and processing of food for family use; training farm workers; home vegetable gardening; soil and water conservation; farm machinery; and food production and processing have proven to be among the most popular courses.

In that connection, Mr. Chairman, I may say that the work which has been done under the guidance of vocational teachers during these wartime years has been of the utmost importance. With so many of the manufacturing establishments, which in normal times are engaged in producing agricultural implements and machinery, converted to war use, the farmers have been hard up for machinery, which has been all the more needed because of the great shortage of farm labor. So the problem has been to keep these present machines in operation and to keep them rolling.

The vocational teachers and the boys working under them deserve great credit for the fine work they have done in that connection.

Mr. Chairman, I am impressed by the fact that the 7,000 or 8,000 teachers of vocational agriculture do not only work during the day time but most of them work in the evenings as well. They have evening classes for out-of-school youth and for adults, as well. I have attended their evening classes at various places, and I have been pleased to note the classical nature of the instruction which is given there.

The salaries that are paid these fine, well-trained teachers are very low for wartime conditions, and I think they deserve a great deal of credit for the good work they have been doing under those conditions.

Now, turning to the problems with which we shall be confronted during the reconversion period. First of all is the situation we shall face because hundreds of thousands of demobilized war-production workers will need vocational training to prepare themselves for civilian pursuits. In addition, there will be many thousands of other workers needing this occupational adjustment program.

Then, those who will be discharged from the military service also will need the kind of training which vocational teachers can give them to fit them for their peacetime jobs. That undertaking will be a colossal one. Therefore, it is fortunate that we already have this system of vocational education. It has been functioning for nearly 30 years, and it is admirably suited to expand and take care of this work which is going to be so urgently needed.

I have another thought in mind, and it is in reference to the statements that we have frequently heard made by Mr. Edgar Hoover, Chief of the Federal Bureau of Investigation. He has warned us, and he has good reasons for doing so, that we may expect another great crime wave in the postwar era and a great deal of juvenile delinquency. The best thing we can do for these youngsters, in order to make them self-supporting and self-respecting citizens, is to give them a good course in vocational education and prepare them for a life as useful citizens.

We have looked over the plan for the distribution of these funds, and we think the bill is well drafted in that connection. We believe in the area of vocational schools for which provision is made, and we are heartily in favor of the amounts proposed to be appropriated for vocational agriculture, home economics education, and for the various other types of vocational education which are provided for in the bill.

We are heartily in favor of the bill and we hope that it may be enacted into law.

That completes my statement, Mr. Chairman.

Senator JOHNSTON. Are there any questions?

Senator DONNELL. Mr. Breckman, has the National Grange officially passed on this bill?

Mr. BRECKMAN. The National Grange has such a long record of supporting such legislation that it is almost superfluous for it to adopt such a resolution, but our executive committee was in session early in April. After studying this measure, it has approved it. The Grange has always been in favor of vocational education.

Senator DONNELL. The executive committee of the National Grange has, I understand, expressly approved Senate bill 619; is that correct?

Mr. BRECKMAN. Yes.

Senator DONNELL. Has it been submitted to the local members throughout the Nation, for their approval or disapproval?

Mr. BRECKMAN. For the entire United States?

Senator DONNELL. Yes.

Mr. BRECKMAN. Yes. We are in favor of it.

Senator DONNELL. No; my question is whether the bill has been sent to the local granges, back in Missouri, Kansas, and in the other States, for their approval or disapproval?

Mr. BRECKMAN. We have approximately 7,500 local granges and approximately 1,000 county units, distributed among 37 of the States of the Union.

Senator DONNELL. I asked whether the bill has been sent back to the local granges for their approval or disapproval.

Mr. BRECKMAN. No; it has not.

Senator DONNELL. But it has been acted upon by the executive committee of the National Grange; is that correct?

Mr. BRECKMAN. It was passed upon by our executive committee and by the Master of the National Grange, and it was approved by them. If I had thought to do so I might have brought with me some resolutions which were passed at our annual convention, which was held at Winston-Salem, N. C., last November.

In general terms we went on record as in favor of continued Federal support for vocational education.

Senator DONNELL. Earlier in your testimony you spoke about the importance of local and State administration of education; did you not?

Mr. BRECKMAN. Yes, sir. As I remarked earlier in my testimony, one of the reasons why we feel friendly toward this system of education is that it vests such a large measure of control and initiative in the people of the neighborhoods where the schools are established. Very little of the money appropriated for vocational education is spent for administrative purposes.

I am told that there are only approximately 10 persons engaged in that work in the United States Office of Education here in Washington, and perhaps two or three in each of the different States. The real work of administering these appropriations is done by local school directors throughout the United States, who serve without pay, and they are glad to do so.

Senator DONNELL. Did you examine that portion of the bill, Mr. Breckman, which appears at pages 2 and 3, between line 15 on page 2 and line 6 on page 3, in which it is provided, in substance, that in order to secure the benefits of the appropriation for any of the purposes specified in the act the State board for vocational education shall prepare plans showing various things including the kinds of schools and equipment, courses of study, methods of instruction, qualification of teachers, and so forth, and then this statement:

That such plans—

In other words, the plans for such courses of study and methods of instruction, and plans for training of teachers, educational research, supervision, and administration, and so forth—

shall be submitted by the State board for vocational education to the United States Office of Education and if the United States Office of Education finds the same to be in conformity with the provisions and purposes of this act, the same shall be approved.

Mr. BRECKMAN. Yes, we noted that. Although that might seem to imply a certain amount of control from the top, the fact remains that the different localities where the schools are established must, naturally, conform to State and national standards. I think that is about all that provision means. I do not think it means that either the Federal Government or the governments of any of the States will tell the people of various localities how they have to run their schools in every detail.

That is simply the over-all plan.

Senator DONNELL. Of course, as was pointed out this morning by Senator Johnston, the Smith-Hughes Act of 1917 contains a similar provision, or perhaps an identical provision—I am not sure which is the case. In order to conform with the provision that the United States Office of Education shall pass upon the kinds of schools and equipment, the courses of study, the methods of study, the qualifications of teachers, and so forth, and in order that such plans shall be approved, it will be essential and necessary under the act that the United States Office of Education give that approval. That is correct; is it not?

Mr. BRECKMAN. Yes; I think that is correct. That power has never been abused in the past, so far as I know. We have gotten along splendidly all the while.

Senator JOHNSTON. I believe that is all, Mr. Brenckman. We thank you very much for your testimony.

STATEMENT OF DOUGLAS WHITLOCK, GENERAL COUNSEL, STRUCTURAL CLAY PRODUCTS INSTITUTE, WASHINGTON, D. C.

Senator JOHNSTON. The next witness is Mr. Douglas Whitlock.

Mr. Whitlock, please state your name and the organization you represent.

Mr. WHITLOCK. Mr. Chairman and members of the committee, my name is Douglas Whitlock. I represent the Structural Clay Products Institute, of 1756 K Street NW., Washington, D. C. I shall speak to you particularly in regard to the vocational training problem as it faces the construction industry, and particularly the brick and tile producers in that industry.

The Structural Clay Products Institute is the national organization of brick and tile manufacturers. Its membership represents about 65 percent of the practical production capacity of the entire industry. The institute's members manufacture such items as building brick, paving brick, structural clay tile and facing tile, both glazed and unglazed.

These products are broadly representative of the materials in constant demand by the construction industry for use in masonry work on virtually all types of construction, including industrial, commercial, institutional, public buildings, residential, and farm service buildings.

The clay-products industry favors Senate bill 619. The manufacturers of structural clay products fully realize that before long the economic machinery of America's industry must be revamped to serve a peacetime economy of record breaking proportions. The construction industry will be called upon to execute a 16-billion-dollar-a-year building program that is geared to provide employment for 8½ million men. This volume—the 16 billion dollars and the 8½ million men—is 20 percent greater than new construction in 1942, which was the biggest year for construction of all time, and 58 percent greater than the total construction in 1940.

Postwar industrial expansion necessarily must take into account the supply of skilled labor in the building trades. A recent survey of the age trends in the skilled trades—Technical Publication No. T-120, Apprentice-Training Service, War Manpower Commission—reveals that the skilled workers in 1940 were no longer young. The average age of the skilled workers in 13 trades increased from about 38 years in 1900 to 42 years in 1940. The reason given for this increase in age is the fact that insufficient replacements were being trained. The survey states:

We are not training enough beginners in the trades to replace even those craftsmen who reach the age of 65 years, to say nothing of the large, unrecorded number who die or retire or go to other jobs before the age of 65 years. Replacements (apprentices and workers below 20 years of age), as a percentage of all ages, dropped from 10 percent in 1900 to 3 percent in 1940 * * *

Unless adequate replacements are trained in the skilled trades to replace not only the aged, but also the retirements and deaths, the average age of skilled workers may be expected to rise much more rapidly, and the country soon find itself short of craftsmen.

Having had what appeared to be a sufficient supply of skilled craftsmen for our immediate purposes in the past, we have done nothing to insure an adequate infusion of young men. Therefore, with the greatest construction market in all history close at hand and an ominously insufficient supply of skilled craftsmen available to do the job, it is imperative that an immediate means of vocational education and retraining in trade and industrial subjects be provided for the discharged personnel of the armed forces, the men now in war industries and youths seeking occupational guidance or occupational adjustment.

To further amplify this statement, let me point out the facts that exist in the brickmason trade which so directly affects the clay-products industry and the entire construction program.

The Bureau of Census' figures show that there were no more skilled brickmasons in 1940 than there were in 1880—although during that time the population of the United States had increased from 50,000,000 to 130,000,000 people.

In 1940, the total dollar volume of the construction activity in the United States amounted to 10 billion dollars, and during this same period the Statistical Abstract reports that 93,330 skilled masons were gainfully employed.

In the annual postwar 16-billion-dollar-construction market, masonry construction will maintain its proportionate share, and there is a better than even chance for a greater demand for masonry construction; due to anticipated shortages in other structural materials, particularly lumber. However, if masonry construction should but hold the same proportion of the postwar construction market that it held in 1940; then 147,500 brickmasons would be required to erect these buildings.

Analyzing the probable supply of experienced brickmasons that will be available for postwar construction work, we find:

1. Averaging the 1940 reports of the Bureau of the Census, the Department of Commerce, and the 1942 report of the Selective Service, there were approximately 117,697 skilled brickmasons in the United States in 1940.

2. From this number we must make the following logical deductions to arrive at the approximate population of the craft that will be available for the postwar construction work:

TABLE 10

Females (Department of Commerce)-----	500
Men, 59 years or older (1940 census)-----	20, 797
One-half of military age (1940 census)-----	13, 981
Masons regularly employed in plants and not available for the construction industry-----	5, 000
Disabled and diseased-----	5, 000
Transferred and ill-----	2, 442
Common laborers reporting as masons (5 percent of 1940 census)-----	5, 100
Total deductions-----	52, 820

Those 52,820 would not be available for the construction industry.

3. Then there will be 117,697 less 52,820, or approximately 65,000 experienced bricklayers available for postwar construction.

As I previously pointed out, the need for skilled craftsmen in this trade would be 147,500 men, which indicates that, with only 65,000

craftsmen available, 82,500 new brickmasons will have to be trained immediately.

The situation resolves itself into the brickmason's becoming one of the weakest links in the construction chain, with the result that if the shortage of masons restricts the construction of exterior walls, the interior trades will be affected, and the combination of circumstances will make themselves felt throughout the production of other commodities, such as windows, doors, hardware, electrical and plumbing supplies, sheet metal, heating equipment, and many other items needed in finishing a building or a home.

The passage of Senate bill 619 would do much to eliminate this imminent bottleneck in the construction industry by the establishment and the operation of area schools for vocational education, where youth and adults could secure vocational occupational guidance, together with facilities for instruction and efficient training in trade and industrial education.

The Structural Clay Products Institute, recognizing that farm structures are essential tools of food production, also welcomes this opportunity to support vocational training in agricultural subjects.

Classes in farmstead planning could do much to increase the Nation's food supply and improve the farmer's economic position. The future farmers of America must realize that a farm building represents a large long-term investment. There is no room for hit-or-miss methods; there is no margin for error. Hence the need for vocational guidance and training in farm building construction, based on the functional requirements of the structure, is acute.

To be efficient, a farmer must have suitable buildings. If he has too few, his efficiency is impaired; if he has too many, his overhead is unnecessarily increased; if he builds the wrong kind, or if they are not properly located on the farmstead, his investment is misdirected. The farmer should, therefore, have sound information based on functional requirements of farm buildings as a guide in determining his building requirements.

It has been estimated that at least a 30-percent increase in the production of poultry and eggs could have been attained without new construction if the existing shelters had been adequately repaired.

Of what use is it to raise an extra hundred bushels of grain if it is to be lost by storage in a building with leaky sidewalls or roof?

Of what use is it to increase production when we know that under present conditions four of nine pigs farrowed never reach maturity because of inadequate and insanitary housing?

Of what use is it to develop and construct improved farm machinery, when as much as 50 percent of the effective service life of such complex items as tractors, combines, and harvesters, is lost for the lack of proper and adequate shelter?

Since it has been estimated that as much as \$1,300,000,000 will be spent annually on farm-building construction and improvements, following the end of the war, which amount is 20 percent in excess of such expenditures in any previous year, adequate technical guidance and training in agricultural subjects is not only essential for the future farmers of America but is necessary to insure maximum efficiency in the operation of American farms.

In conclusion, we feel that young men and adults who have had the privileges of receiving vocational guidance and training, such as that

proposed by Senate bill 619, become the best type of citizens. They have full and complete knowledge of the subject that they have undertaken, rather than the assembly-line method of training which teaches just one of the many operations, and are, therefore, more fully equipped to face the future with self-confidence.

That completes my formal statement, Mr. Chairman. Thank you.

Senator JOHNSTON. Are there any questions?

Senator DONNELL. Mr. Whitlock, you refer to the Structural Clay Products Institute as the organization for which you speak, I believe.

Mr. WHITLOCK. That is correct.

Senator DONNELL. Will you tell us for the record what that organization is and how wide a group of persons, both geographically and in number, it represents?

Mr. WHITLOCK. It is a national association of the manufacturers of brick and tile of all types. It covers the entire United States, and it represents the practical production capacity of approximately 65 percent of the total. In numbers it is somewhere between 200 and 300 manufacturers.

Senator DONNELL. Has Senate bill 619 been sent to each of those manufacturers, for his consideration and expression of opinion?

Mr. WHITLOCK. No; it has not. We have a masons' training committee that has considered this problem. We also have been working with the vocational education organizations of the Government along similar lines for a number of years and have had very fine cooperation. It would not be necessary to submit this bill to each manufacturer for his approval.

Senator DONNELL. It is the masons training committee that has passed upon the matter for the institute?

Mr. WHITLOCK. Yes, sir. The chairman of the committee is here.

Senator DONNELL. What is his name?

Mr. WHITLOCK. Mr. Paul B. Belden. He is chairman of the Belden Brick Co., of Canton, Ohio.

Senator DONNELL. How large is the membership of the committee?

Mr. WHITLOCK. It is composed of six members who have charge of the problem of securing an adequate supply of masons for the industry.

Senator DONNELL. That is the committee which has passed upon the matter for the Structural Clay Products Institute; is it?

Mr. WHITLOCK. That is correct.

Senator DONNELL. And acting upon the expression of opinion of that committee, you appear here today; do you?

Mr. WHITLOCK. That is correct.

Senator DONNELL. Where are the various members of the committee located?

Mr. WHITLOCK. Mr. Belden is in Canton, Ohio; Mr. Hanley, of the Hanley Co., is in New York City; Mr. Plumb is in Streator, Ill.; I have forgotten the locations of the other members of the committee. Perhaps Mr. Belden, who is present today, can tell us.

Mr. BELDEN. Mr. Russel Escheneur, of Reading, Pa.; Mr. William Goodwin, of Mason City, Iowa; and Mr. J. E. Fender, of Fort Worth, Tex.

Senator JOHNSTON. How long does it take to train a mason?

Mr. WHITLOCK. We are planning to have a meeting of a group of contractors, masons, and manufacturers, to set up the standards of training in that connection. That meeting has not yet been held. It is to be held in the next few weeks. So at the present time I am not in a position to give you an exact answer to that question. Under some of the apprentice contracts which now are in existence throughout the country the training ranges between 3 and 4 years. It varies in different places, because the arrangement is made between the contractors and the unions, and the length of training varies between 3 and 4 years.

It makes a serious problem for us; because if America is to embark on a construction program which everyone is anticipating, to take care of the employment following the end of hostilities and to provide the 10 percent of the jobs—because that is the proportion of the jobs covered by the construction industry—for the total economy, if through these bottlenecks, such as we have in the skilled trades, we are not able to assume our proportion of the jobs in that economy, we will retard the recovery and the anticipated markets which everyone is predicting.

If the period of training is from 3 to 4 years, and if it is held at that point, that will mean a lag of from 3 to 4 years in the return to normal construction, a lag of from 3 to 4 years in the return of men to their jobs.

This morning one of the witnesses was testifying about the slowing up of the program because of the change in standards required. If this program is slowed up to the point where we do not have enough skilled workmen in the construction industry, we shall face a serious problem for the whole American economy.

The construction industry has recently formed a construction committee to develop the facts regarding the shortage of workmen in the skilled trades for construction. I have been working closely with that committee, myself. Astounding figures relative to shortages, which none of us really realize, are developing. We lack 85,000 masons, if we are to have enough to do the anticipated job if we merely carry our proportionate share, let alone carry the added burden imposed by the shortage of lumber which everyone anticipates for several years after the cessation of hostilities, due to the shipping and rehabilitation programs.

Senator DONNELL. Do you favor the plan of having every State of the Union, regardless of its financial position, receive some of the funds which will be appropriated under this bill?

Mr. WHITLOCK. There will be construction in every State of the Union, and I definitely favor the appropriation of funds for these States, for vocational training in each State.

Senator DONNELL. In other words, regardless of whether a State is perfectly able, financially, to provide that vocational education for its own people, you think the burden should be sustained by the Federal Government; is that correct?

Mr. WHITLOCK. I think the Federal Government has another function to perform in that respect.

Senator DONNELL. Pardon me; before you proceed to discuss that other function, I should like to know what your answer is to the question I just asked.

Mr. WHITLOCK. My answer is "Yes," for the reason that the Federal Government has been the stimulus in starting these programs. We have not had programs in the construction industry. Unlike agriculture, which has had its representatives here a great deal testifying about the extension courses made available for agricultural training, there have not been extension courses in construction. The construction industry has suffered thereby.

As I said earlier in my statement, over the past 15 years we have not been training skilled workers. It may be that they do not realize it. It may be that the need has not yet appeared at that point. But we are going into a construction market which will be 58 percent greater than we have ever had before, if all the experts are correct.

I believe the Federal Government has a responsibility at that point to see to it that the States have these programs and get them under way and coordinate them.

Again, unlike agriculture, the manufacturers of building materials market on a national scale. Their research is done and their materials and the use of their materials in construction are developed at central points. In our work with the United States Office of Education we have found that they have coordinated the few programs that they have gotten under way for us. They have given us an excellent textbook on bricklaying. They have given us planned courses. They have given us all the tools with which these vocational schools can operate; and they have stimulated, through having these funds available, the establishment of vocational schools at points where they would not otherwise have been established.

I feel that the work of the Federal Government in coordinating and stimulating and helping to direct along proper channels the use of building materials and the training of craftsmen, in order that they may be used properly, has a very definite place in our vocational training program.

Senator MORSE. Would you say, Mr. Whitlock, that lack of a sufficient number of skilled workers in this country in the various trades, such as yours, would in itself be a major cause of unemployment after the war?

Mr. WHITLOCK. I think it is a potential threat—and I speak only from the viewpoint of the construction industry. I think it is a potential threat to 10 percent of the American economy. If we cannot supply the skilled workmen who will construct the buildings at a cost sufficiently low to enable the American public to purchase them, then we shall not have a 16-billion-dollar economy and we shall not have 8½ million in employed.

Senator MORSE. Would you say it is a fair argument to say that if we are going to tackle national unemployment from the standpoint of trying to provide full employment—whatever that may be or whatever it may mean—not only shall we have to have investment capital and willingness on the part of private businessmen to take a chance and venture money, but we are going to have to make available to them skilled workers, so that they, in turn, can make a decent profit as a result of their private enterprise?

Mr. WHITLOCK. That is absolutely correct. We do not lack the financing methods; we do not lack the funds. They are dammed up now in our banks and our bonds, and so forth. When the American people want to buy building, they are going to have a hard time to get them built, with the present supply of skilled workmen.

I say we have 85,000 too few brick masons; and I think that when those who supply the other materials which go into construction analyze their problems, as we do, they will find acute shortages there. The shortage of skilled workmen now has become a major problem in connection with construction.

We believe that the passage of this bill is essential to the relief of that situation. I hope there will be no cutting back of this program for skilled-trades instruction.

Senator MORSE. Going a step further, would you say that this problem of employment on a Nation-wide basis is a national problem as well as a State problem?

Mr. WHITLOCK. It is a national problem, and particularly in these years of reconversion and the years when things will be getting under way. We have had a great many maladjustments of our economy. Our cut-backs in war production are going to be spotty. We are going to have unemployment appear unexpectedly at various spots over the country. We are not going to have normal conditions for several months or perhaps several years after the end of the war in Europe, and even after the end of the war in Japan.

It is a national problem. We must determine where the workmen are and whether they can be gotten to places where they will be needed or whether they can be trained to do the job at those places.

Senator MORSE. To the extent that you think the matter of providing a Nation-wide employment in order to maintain national prosperity is a national problem, do I correctly conclude that you think a certain amount of money should be contributed by the Federal Government, along with money from the States, in order to help solve that problem, insofar as it is national in scope?

Mr. WHITLOCK. Yes; I do.

Senator MORSE. From the standpoint of that governmental principle, would you defend the Federal appropriation provided for in this bill?

Mr. WHITLOCK. Yes.

Senator MORSE. I should like to make one more comment along that line, because I am very much concerned about it, to be frank. It seems to me that we face a serious problem regarding Federal contributions and programs. In respect to the States which are wealthy and which theoretically, at least—and actually, if they were willing to do so—would finance various programs in regard to which the Federal Government is being called upon for contributions of Federal money (and it seems to me that is occurring increasingly) I think there is much to the argument that a State which can finance such a program should do so.

In my own thinking I find myself inclined to justify—not to rationalize, I hope—the expenditure of Federal money in such instances in which a State is called upon also to deal with a problem which is national in scope—at least, to a degree.

In respect to the matter of full employment—and on this point the committee has heard me before—I think it is the No. 1 domestic issue which will face us after the war is over, because I think our whole economy depends on its solution. If we do not solve that problem, theories of government will not amount to very much so far as this country is concerned, I am afraid. To the extent that a wealthy State is able to train men to perform work in a certain skilled trade, is it not true that that State will help solve the employment problem which then will exist, let us say in Mississippi, Louisiana and Georgia—and do not let the residents of those States take offense at my remarks, because I am speaking hypothetically.

For instance, consider New York, which is a very wealthy State. Great industries in New York produce many finished products which are used in construction in other parts of the country. We can consider various trades, and we will find that that is true. To that extent, they are helping, are they not, with the employment problem in Mississippi and in other States? They, in turn—namely, the wealthy States—might very well say, "We are entitled to some Federal help because of the part we are playing in solving a national problem elsewhere in the country."

Mr. WHITLOCK. Senator, personally I am just as much in favor of limiting the Federal expenditures as you are. However, it seems to me that in the case of training workmen and in connection with the matter of making the necessary adjustments after the war, the problem is a Federal one. Of course, I view it entirely from the point of view of the construction industry.

In meeting the situation which will face us in connection with the employment problem after the war is over, I think we shall have a national problem. After all, construction is the No. 1 industry which will take the brunt of the unemployment problem. I think it is admitted by all that the construction industry is one of the places where men can be put to work the quickest. When such unemployment first hits us in a spotty manner, and when shut-downs occur, and when some close and others go ahead, and when those things occur after we have had full capacity war production, of course, we shall have a national problem.

New York factories will not be the only ones to be considered, because New York factories turn out materials which are used in factories in Pennsylvania and in other States.

Senator MORSE. We agree entirely on that point. Let me try to make myself clear. I insist upon being intellectually honest about these things. As a Member of the Senate, I feel that I must conform to the principles of our system of government; and I cannot very well justify voting for an appropriation of Federal money to a State if that appropriation, in fact, cannot be justified on the basis of need, when viewed from the standpoint of a national issue.

Let us take New York as a hypothetical example. Let us assume for the sake of the argument that New York is perfectly able to finance its own vocational education program; let us assume that New York does not need any money from the Federal Government for that purpose. Yet we have before us Senate bill 619, which on the basis of population would give New York a substantial contribution.

Of course, I am entirely in favor of solving the unemployment problem. If passage of Senate bill 619 will help solve that problem, I will

give it very careful consideration and study. Assuming for the sake of the argument that I am in favor of the passage of Senate bill 619: Certainly I do not wish to be put in the position of saying that I favor passage of the bill because that is the only way by which I can help secure the inauguration of such training programs, because if all the States do not share in the contributions, there may be danger that the bill will not be passed.

I wish to be able to vote for the bill on the basis of sound principles of government, namely, the appropriation of money to help solve a national problem, part of which existed in the State of New York, and because of the nature of which the Federal Government had a substantial obligation and thus made a substantial contribution.

Mr. WHITLOCK. Senator, I do not know whether I correctly understand your point of view; but let me say that the construction industry does not operate in 48 different pockets, and the 16-billion-dollar economy we have is not divided into 48 segments. In connection with the construction industry it could not be said that one State was operating all right and, therefore, everything in that State was all right, and, therefore, if they have enough money let them take care of it, and if the program goes wrong, that will be their problem.

The situation is that if the State of New York goes wrong in that connection, not only that State but all the States will be affected, and the whole national economy will be affected. That will affect the 16-billion-dollar portion of a 160-billion-dollar economy, which we hear is what our economy will be, and that will affect the $8\frac{1}{2}$ million people who should be employed in construction.

The construction industry simply is not segregated into pockets, as some other industries are. The construction industry involves a national situation. If one State falls down in respect to its part of the construction industry, it is likely to endanger the whole structure.

Senator DONNELL. Even if that be true, Mr. Whitlock, looked at from the converse, here are 48 States, each one of which proposes to receive a portion of the \$97,500,000. Even though the problem is a national one, is it just and proper for the Nation to contribute to a State which has no need for the money, but which could perfectly well provide for instruction for its citizens, and which would receive that money solely because of the fact that it happened to have a larger population than a State which would receive a smaller amount of money happened to have?

I am asking for your opinion. In other words, is it or is it not a proper basis by which to arrive at some method—if it is possible to arrive at one—as calculating the respective needs of the States, even though the problem be a national one, and even though each State did receive some contribution?

Do you think it would be possible to arrive at some method of calculating the amounts which should be allotted to the respective States on the basis of need, rather than on the basis of the more fortuitous circumstances of population? What is your opinion?

Mr. WHITLOCK. Senator, let me say first that no State has assumed responsibility for providing instruction for the construction trades. From that standpoint, I have no experience to go on, inasmuch as no State has done it. I do have the experience, under the acts now in effect, of having had the Federal Government stimulate programs for

the training of masons at a few points throughout the country. That work has been very helpful.

Senator DONNELL. Yes.

Mr. WHITLOCK. So far as the allocation of funds is concerned, I am not an expert with regard to the allocation of Federal funds to the States. I have been impressed as I heard you question other witnesses this morning, with the fact that the \$97,500,000 will be only a drop in the bucket, as compared to the size of the job which must be done in the country, when we begin to divide it up in terms of the training job which is to be done for the construction industry, as I heard some of the figures which were stated earlier today. I do not know how to measure the need.

If some State were already performing this function, so that we were able to use it as a guide in respect to what other States should do, that would be very helpful. But, to my knowledge, we do not have any such guide in the construction industry.

Senator DONNELL. That is correct.

Mr. WHITLOCK. Therefore, I would not know how to begin to approach analyzing the need for training skilled workers for the construction trades, by States.

Senator DONNELL. I do not think the fact that no State has satisfactorily performed this task should deter us from endeavoring to ascertain whether the States have satisfactorily handled the job, as between themselves and the Federal Government. The need is to determine what apportionment should be made as between the States.

Let us assume for the moment that it is possible to work out some formula—one has been suggested in Senate bill 181; perhaps it is good, and perhaps it is not—under which each State of the Union would have its need ascertained, either on the basis of income or on some similar basis.

Would it not be more just and more sound in respect to public policy for the Federal Government, recognizing the national character of the problem, nevertheless to make the apportionment on the basis of the relative need, rather than solely on the basis of population? What is your thought in that connection?

Mr. WHITLOCK. Senator, I would hate to write a blank check in connection with a plan under which I would not know how the needs would be ascertained or proven. I should like to reserve my opinion until someone could show me the plan under which the needs for the training of skilled workers in the construction industry would be provided for.

Until that time comes, I am forced to admit that thus far in our country we have adjusted the distribution of Federal participation on a population basis. That is the way our national programs have been operated thus far. I am not an expert in that connection, and I am not particularly qualified to give an opinion, because insofar as the construction industry is concerned and insofar as the brick masons are concerned, I have no plan other than the one covered by the pending bill.

Senator JOHNSTON. Are there any other questions?

If not, we will proceed to hear the next witness. Thank you very much, Mr. Whitlock.

Mr. J. O. Keller is to be the next witness. Is he present?

(There was no response.)

STATEMENTS OF TOM VAUGHAN, VICE PRESIDENT, FUTURE FARMERS OF AMERICA, YORKVILLE, TENN., AND GEORGE FRY, NATIONAL STUDENT SECRETARY, FUTURE FARMERS OF AMERICA, LAYTONSVILLE, MD.

Senator JOHNSTON. The next witness whose name is on the list is Mr. Tom Vaughan, of Yorkville, Tenn.

Mr. VAUGHAN. Mr. Chairman and members of the committee, George Fry and I will work together in making a presentation to the committee.

Mr. FRY. Mr. Chairman and Senators—

Senator JOHNSTON. Please state your name for the benefit of the committee.

Mr. FRY. My name is George Fry. Tom and I are going to work together on this presentation, if that will be satisfactory to the committee.

Senator JOHNSTON. First, will you please give us your names and addresses and the organization you represent?

Mr. FRY. I live at Laytonsville, Md. I am a dairy farmer. I am serving as national student secretary of the Future Farmers of America.

Senator JOHNSTON. What is your office, Tom?

Mr. VAUGHAN. I am national vice president of the Future Farmers of America.

Mr. FRY. Mr. Chairman, Future Farmers of America is a national organization for students of vocational agriculture. Our organization has a motto which I should like to state at the beginning of our presentation. Our motto is, "Learning to do, doing to learn, earning to live, and living to serve."

The Future Farmers of America is an organization which is set up with local chapters. We have 204,175 active members, which make up 6,502 local chapters, which make up 49 State associations, including the Territory of Hawaii and the island of Puerto Rico.

Our local chapters are made up and are governed by boy officers who are elected by the boys in the chapter. Our vocational agriculture instructor serves as local adviser over these boys. Our local Future Farmers of America chapters make up the State associations, which also elect boy officers who serve for 1 year.

I served as president of the Maryland State Association in 1942. The State supervisor of agriculture of our vocational education system serves as their adviser. This organization is governed by the boys, and is developing leadership. The State associations, which include Puerto Rico and Hawaii, serve to make up the national organization of the Future Farmers of America, which I am representing today.

I was elected an officer of our organization at the Kansas City convention of the Future Farmers of America, last fall. These boys, who are reviewed by a nominating committee which is made up of the presidents of the State Future Farmer associations, at the national convention, are carefully considered.

The nominating committee reviews the boys whom it thinks capable of serving as national officers. A large number of boys are reviewed, and then a slate of officers is prepared and is presented to the convention floor. The officers are elected by the delegates from the 49 States and territories. We are elected to serve for 1 year in this organization.

The organization is governed solely by these boys. It is independent and it operates with our national adviser, Mr. W. T. Spanton, and our State associations and the local chapters.

I will try to show you by the graph which I have here how we should expand. This is a bar graph showing the number of chapters we have today. The number, which I have previously mentioned, is 6,502. It extends to the point I now indicate on the graph.

At this point we show a bar graph showing 15,000 rural high schools. The distance I now indicate on the graph represents the number of boys who do not have opportunity of this leadership training—all the training our organization stands for. This is what we are trying to do to build up, fill out, and expand, so that each of those schools will have a department of agriculture and a vocational Future Farmers of America chapter, so that these boys will have the same opportunity that I have had and that Tom has had.

Here we have a map of the United States, with the dots representing the vocational agricultural departments. Three years ago, when this exhibit was prepared, we had 9,079 vocational agricultural departments.

Since the war, quite a number of our instructors have gone into the service, and our program has been cut-back; but we intend to expand as soon as these men can return from the service and as soon as we can train more. A large number of the State supervisors have letters from these former agricultural teachers who want to get back to their old jobs as soon as possible.

I should also like to review one or two of the purposes of our organization. They are the foundation stones upon which we have built.

No. 1, and one of the most important, is to develop competent, aggressive rural and agricultural leadership.

We have a number of other purposes—12 in all.

No. 8 is to develop character, train for useful citizenship, and to foster patriotism. I will not go over the rest of the purposes, but they are all equally important.

I should like to turn over to Tom, now, the remainder of the presentation, and let him continue it.

Mr. VAUGHAN. Mr. Chairman and members of the committee, I am Tom Vaughan, of Yorkville, Tenn., as I told you, and I am national vice president of the Future Farmers of America.

I should like to describe what we have prepared on the chart which is before you. It is a pictorial review of some of our activities—not what the national officers carry on, but the activities which reach out to the boys in the local communities.

First, we have a picture representing cooperation. You see the picture of boys selecting individual sheep that were purchased in carload lots.

This picture shows that they are learning cooperation which they will use when they get to be adults engaged in farming.

In the next picture you see boys building a community cannery, which is illustrative of boy service to their community. In my home town we built a cannery of this type for community service, and thousands of cans of beef and vegetables and fruit have been canned and processed in the cannery in my home town, which is just a rural community, of course.

Down here you see a picture of a boy holding a war bond, and in the picture you see his wife and his two children. That boy was at one time a member of the Future Farmers of America, and by belonging to the organization he learned to practice thrift and to have something to practice thrift on.

The Future Farmers of America have a supervised farming program, which, of course, is supervised by the agricultural teacher in the local chapter. He trains the boys, as is shown here, in improved agriculture. He trains them in the class room; he teaches them to know about the processes which will improve their agriculture, the processes which have been approved by experimental stations.

Of course, the records show that those practices will work, and the boys are taught to put those practices to use on their own farms, where their activities are supervised by their local agricultural teachers.

In the upper picture patriotism is represented. We are very proud of the fact that all our members open our meetings with a pledge of allegiance to the flag and a salute to the flag. Our members have bought \$8,000,000 worth of war bonds individually and collectively in the United States.

At the lower part of the chart you see a picture illustrating leadership, which is known to improve agriculture. I suppose that technically that is the most important part of our program.

You see a picture of our annual convention at Kansas City. Of course, the proceedings of the convention have been streamlined, so that it is not nearly as big as it was before the war. But, anyway, as George told you, we start with the local chapters and their officers, and then the district chapters, and then the State associations, and last of all the national association.

These boys are really elected by the members of the chapters. It is really a boy-initiated organization.

I want to point to the creed. There are five paragraphs. Each one of them starts with the words "I believe."

The first is "I believe in the future of farming."

Second, "I believe to live and work on a good farm is pleasant as well as challenging."

Third, "I believe in leadership from ourselves and respect from ourselves."

Fourth, "I believe in less dependence on begging and more power in bargaining."

Fifth, "I believe that rural America can and will hold true to the best traditions in our national life, and that I can exert an influence in my home and community which will stand solid for my part in this inspiring task."

Mr. Chairman and members of the committee, as you see by looking at these graphs and the chart and pictures, we are not only trying to develop a boy technically to be a good farmer but we are also trying to develop a boy to be a good American. It is a fact that the successful farmer of tomorrow is the true farmer of today.

Thank you very much.

Senator JOHNSTON. Are there any questions?

Senator MORSE. At your Kansas City meeting did your organization discuss the problem of Federal appropriations for vocational education?

Mr. FRY. Our Kansas City convention was held last October, and we did not bring up this bill at all then.

Senator MORSE. Let me ask a question in connection with the chart which you have shown us. Do the number of high schools in the country, and particularly the number of high schools which have vocational agriculture departments, function under the Smith-Hughes Act?

Mr. FRY. Yes, sir.

Senator MORSE. Have you any information as to why the other rural high schools do not have it, other than the local adages in regard to curriculum and the availability of teachers, and similar reasons?

Mr. FRY. Some of the reasons have been brought out before. The availability of teachers is one of the big problems today.

Senator DONNELL. Does the map indicate the density of your membership in the United States?

Mr. FRY. To a large degree it does. Of course, we have not done so much in areas where the instructors have been removed because they have gone into the armed services. But as a rule the density is fairly uniform.

Senator DONNELL. As I look at the map from this distance, it would seem that the major density is over approximately half of the United States, or perhaps two-thirds of it. Is that approximately correct?

Mr. FRY. That is correct. We have Nation-wide coverage. Of course, you realize that the area which is shown to have the greater number of vocational-education departments is the more thickly populated area, the area in which the greater number of people are living.

In Nevada the population is less, as we all know.

We have chapters fairly equally distributed over the country.

Senator DONNELL. You have them on the Pacific coast, do you not?

Mr. FRY. Yes, sir. You will observe that California is very active, and also the few States north of it.

Senator DONNELL. And also Oregon and Washington. They are very active in that connection, are they?

Mr. FRY. Yes, sir.

Senator JOHNSTON. Along that line I think you will find the situation existing in my State of South Carolina also exists in other States. You will find that some of the agricultural counties cannot afford to pay agricultural teachers and thus add additional expense to the school districts.

Senator DONNELL. Let me ask how long the Future Farmers of America organization has been in existence.

Mr. FRY. The national organization was set up in 1928.

Senator MORSE. What is your relationship to the 4-H Clubs?

Mr. FRY. There is no connection whatever between the Future Farmers of America organization and the 4-H Clubs; there is no connection at all between them. Our organization is entirely distinct. Our organization is independent, and it stands on its own feet. We have no funds whatever which come in for our support. We are entirely independent.

Senator DONNELL. Are the New Farmers of America an organization which is in any way similar to the Future Farmers of America? What is that organization?

Mr. VAUGHAN. The New Farmers of America are the Negroes. You see, in the Southland they do not go to the same schools that we go to.

Senator DONNELL. How large an organization is that? Have you any idea?

Mr. FRY. I cannot give you the exact figures about the size of the New Farmers of America, but I shall be glad to get that information and give it to you if you want it.

Senator DONNELL. It is mentioned in the bill. On page 5 we find the language:

Other farm vocational educational service programs, and activities of the Future Farmers of America and New Farmers of America. * * *

I think it would be well to have that information, if we can.

Mr. FRY. All right, sir; I will see that you get that information.

Senator DONNELL. That is fine.

Do you know whether the New Farmers of America are quite widely distributed over the southern section of the United States, particularly?

Mr. FRY. Yes, sir; they are quite widely distributed in the area where the Negro schools are located.

Senator DONNELL. Yes,

Senator MORSE. George, is there any concentration in any particular States of schools which do not have vocational educational departments? Do you find that they are absent in certain sections of the country, or are they fairly widespread?

Mr. FRY. Rhode Island has a State law prohibiting fraternities and similar organizations, and, therefore, we are barred.

Senator MORSE. I am afraid I did not make my question clear. I refer to high schools which do not have a vocational educational department. Your chart shows the number of high schools which have them and the number of high schools which do not have them.

Mr. FRY. That is correct. We have here a bar graph showing 15,000 rural high schools, of which 1,605 have Future Farmers of America chapters. Some of the high schools do not even offer agricultural education. That is what we are striving for.

Our organization is what might be called a child of the vocational agricultural department. Our object in urging the passage of the bill is to get departments set up to teach vocational agriculture. Our organization is made up of boys who are taking courses in agriculture. It is entirely voluntary. If they want to organize a chapter, they are free to do so.

Senator MORSE. Let me tell you the type of information I am seeking, and perhaps you can help me. As I was looking at your chart I was wondering whether it would be possible to establish any relationship between the migration of certain persons from the farms to the cities in the States in which vocational educational programs do not exist in the rural high schools, as compared with the migration of such persons from areas in which the high schools do have such programs.

If you were to make a study of the high schools having vocational educational programs, as compared with the high schools in which such programs do not exist, do you think you would find in the case of the latter a greater movement of young people from the farms to the cities than in the case of the former?

Mr. FRY. I have not made a study of it, but my personal opinion would be that you have a greater migration of farm boys to the cities

from areas where the schools do not have agricultural departments and chapters of the Future Farmers of America; because one of the primary purposes of our organization is to get the good farm boys satisfactorily established on their own, stand on their own feet, ready to go into business.

Personally, in my own set-up I have a herd of cows and hogs and chickens and crops, right now, in my own name, and I am farming as a result of the training I received under the vocational educational system and with my Future Farmers of America work.

Does that answer your question?

Senator MORSE. I think that is rather good evidence of the value of what you have done. [Applause.]

Senator JOHNSTON. Are there any other questions?

Mr. FRY. Mr. Chairman, if there are no more questions, I should like to know whether it would be proper to submit for the record a copy of the 1945 program of work and a statement explaining our organization and a copy of our manual and a copy of the proceedings of our last convention.

Senator JOHNSTON. We shall be very glad to have you file them, and we shall have printed as a part of the record the statement of your national program of work.

(The statement referred to is as follows:)

Future Farmers of America national program of work, 1944-45, as adopted at the seventeenth national convention, October 1944

Activity	Goals	Ways and means
I. SUPERVISED FARMING		
1. Producing food for victory...	100 percent member participation.	(a) Assist in increasing production of food commodities as recommended by Secretary of Agriculture. (b) Use improved farming methods. (c) Arrange for adequate credits in order to achieve these goals. (d) Produce more agricultural products for home consumption. (e) Develop home victory gardens and wherever possible on Future Farmers of America plots of ground.
2. Increasing size of farming programs.	-----do-----	(a) Every chapter member increase the size and scope of his investment. (b) Urge every individual to develop a farming program to the limit of his opportunities and ambitions.
3. Improving livestock and crop production.	-----do-----	(a) Use improved breeding practices. (b) Urge members to use improved sires. (c) Urge higher quality foundation animals. (d) Urge members to use improved strains of seeds. (e) Urge members to market crops more efficiently to prevent losses.
4. Preventing livestock losses...	100 percent chapter participation.	(a) Urge careful handling of all livestock by members. (b) Urge humane and practical stock devices made as farm mechanics projects.
II. COOPERATION		
1. Cooperating with other groups on wartime effort.	-----do-----	(a) Assist where possible with the WPB, U. S. Treasury, and O C D, and other governmental agencies in war effort. (b) Cooperate with High School Victory Corps. (c) Cooperate with other organizations in the community.
2. Providing experience in co-operative effort.	100-percent member participation.	(a) Encourage members to cooperate in chapter activities. (b) Urge members to buy and sell cooperatively.

Future Farmers of America national program of work, 1944-45, as adopted at the seventeenth national convention, October 1944—Continued

Activity	Goals	Ways and means
III. COMMUNITY SERVICE		
1. Salvaging needed war materials.	100 percent member and chapter participation.	(a) Cooperate actively with WPB and other wartime agencies. (b) Arrange chapter campaigns for systematic collection of paper, rags, metals, and the like. (c) Impress members and chapters with seriousness of situation. (d) Urge every State to set up definite goals. (e) Discourage the hoarding of scrap in a community.
2. Assisting with farm labor shortage.	100 percent chapter participation.	(a) Chapters assist in the training of inexperienced city youth to do farm work. (b) Cooperate with U. S. Employment Service in registration and placement of farm help.
3. Repairing and reconditioning farm machinery.	100 percent member and participation.	(c) Encourage members to make the best possible use of machinery and labor. (a) Chapters assist in repair of machinery in the community. (b) Encourage members to offer their services to farmers. (c) Encourage members to protect farm machinery from wear, weather, etc. (d) Assist agriculture instructors in farm machinery repair courses for farmers.
4. Guarding and protecting life and property.	100 percent of State associations with safety programs.	(a) Cooperate with agencies promoting safety. (b) Encourage books on first aid and safety in chapter libraries. (c) Encourage members to enroll in first-aid courses. (d) Encourage chapter discussions and demonstrations on fire prevention. (e) Secure and distribute material on farm fire prevention. (f) Encourage safety campaigns at home, on highway, in the shop, and in fields against fire, saboteurs, and other destructive forces.
5. Conserving resources-----	100 percent of chapters and members participating.	(a) Urge cooperation with various conservation agencies. (b) Emphasize the need for conservation on both chapters and individuals. (c) Discourage unnecessary use of gasoline, rubber, metals, and other vital war materials.
6. Repairing farm buildings and equipment.	100 percent member participation.	(a) Encourage all members and chapters to discover needed repairs and undertake same. (b) Encourage chapters to provide cooperatively available materials needed for home maintenance.
IV. LEADERSHIP		
1. Advancing members to higher degrees.	100 percent of States naming full quota of qualified American Farmer applicants.	(a) Urge careful and early explanation of progressive features of degree work to green hands and members and plan long-time farming programs. (b) Encourage members to keep scrapbook records of their achievements. (c) Urge each State to provide uniform State Farmer application blank.
2. Providing chapter libraries.	100 percent of the chapters with libraries which include 5 or more Future Farmers of America books.	(a) Prepare and distribute suggested list of books for Future Farmers of America chapters. (b) Send out suggestions on establishing and maintaining libraries. (c) Suggest discussion of chapter libraries at leadership training schools and conferences.
3. Participating in public speaking.	100 percent of chapters and States holding public-speaking contests.	(a) Encourage every chapter to hold a contest with a high percentage of members participating. (b) Stress the value of participation to the individuals, regardless of prizes or honors. (c) Encourage all States to participate in regional contest.

Future Farmers of America national program of work, 1944-45, as adopted at the seventeenth national convention, October 1944—Continued

Activity	Goals	Ways and means
IV. LEADERSHIP—continued		
4. Following parliamentary procedure.	100 percent of the chapters conducting meetings according to accepted parliamentary procedure.	(a) Urge individual members to study parliamentary procedure. (b) Encourage chapter discussion of parliamentary procedure. (c) Encourage local parliamentary procedure demonstrations and contests. (d) Urge chapters to include at least 1 book on parliamentary procedure in chapter library.
5. Building programs of work.	100 percent of States and chapters with written continuing programs of work giving special emphasis to war effort.	(a) Encourage more carefully built programs and closer attention to them. (b) Urge special emphasis on program building in leadership schools. (c) Print and distribute the national program of work immediately following the national convention. (d) Encourage more chapters to compete in national chapter contest. (e) Adapt programs of work to war needs.
6. Providing State publications.	100 percent of States with an official publication.	(a) Encourage the maintenance of State Future Farmers of America publications. (b) Encourage exchange of State publications with other associations as far as possible. (c) Offer constructive suggestions on improving present publications. (d) Include in publications copies of winning State and national Future Farmers of America speeches of the year. (e) Serve as media of information of national organization activities. (f) Include helpful agricultural hints.
7. Providing leadership training.	100 percent State participation.	(a) Encourage State and district leadership training schools and conferences. (b) Encourage States to provide leadership training in connection with State meetings. (c) Encourage all chapters to provide at least one leadership school or conference during the year. (d) Urge special leadership training for State officers. (e) Provide special leadership training school for national officers.
8. Maintaining public relations.	Keep the public informed on what the Future Farmers of America is and does.	(a) Encourage more extensive and regular use of local, county, and State newspapers by chapters and State associations. (b) Secure more articles in national magazines. (c) Urge taking of more and better pictures of Future Farmers of America work and their use as illustrations. (d) Continue national Future Farmers of America radio program and encourage States and chapters to provide similar broadcasts where possible. (e) Encourage wider use of windshield stickers. (f) Continue to maintain contact with such organizations as the New Farmers of America, and other organizations patterned after the Future Farmers of America. (g) Each chapter sponsor at least 1 decorated window display per year in a downtown section. (h) Keep in touch with former Future Farmers of America members.
V. EARNINGS AND SAVINGS		
1. Buying war bonds and stamps.	100 percent of members, chapters, and associations participating. \$7,000,000 investment by Oct. 1, 1945.	(a) Send out U. S. Treasury literature on how and where to make purchases. (b) Suggest member savings and chapter accumulations be used for purchases. (c) Urge State associations and chapters to put on drives to encourage members and others in buying bonds and stamps. (d) Recommend war bonds and stamps as awards in the Future Farmers of America contests.

Future Farmers of America national program of work, 1944-45, as adopted at the seventeenth national convention, October 1944—Continued

Activity	Goals	Ways and means
V. EARNINGS AND SAVINGS—continued		
2. Practicing thrift.....	100 percent of chapters and members participating.	(a) Stimulate interest in regular systematic savings for all. (b) Encourage chapter members to earn money cooperatively to help finance chapter activities. (c) Urge every State association and chapter to have a budget and safeguard its funds. (d) Encourage members to invest earnings in productive enterprises, war stamps, and bonds.
VI. CONDUCT OF MEETINGS		
1. Using official manuals.....	100 percent of members having access to official manuals.	(a) Urge State associations to secure manuals in quantities for distribution and sale to chapters. (b) Emphasize the need for having up-to-date manuals with which to work. (c) Urge that new manuals be included in every chapter library. (d) Urge discussion of revised 1944 constitution at chapter meetings and conventions. (e) Urge study of manual as phase of leadership training schools and conferences.
2. Using official secretary and treasurer books.	100 percent of chapters using both books.	(a) Call further attention to the value of these books. (b) Urge filing copies of completed books as permanent chapter records. (c) Urge discussion of both books at chapter meetings and at leadership training schools and conferences.
3. Providing official meeting paraphernalia, equipment, and supplies.	100 percent of chapters and State associations having standard materials with which to work.	(a) Send out lists with information on how and where to obtain. (b) Stress loyalty to the national organization and urge the use of official materials. (c) Urge discussion of standard materials at leadership training schools. (d) Point out advantages in patronizing official companies.
4. Using official ceremonies.....	100 percent of the chapters using opening and closing, and degree ceremonies according to the official manual.	(a) Urge that all officers learn their parts and that ceremonies be rehearsed. (b) Suggest special training on ceremonies for new officers. (c) Recommend discussing the meaning and significance of ceremonies at chapter meetings and leadership schools. (d) Urge practice on unison parts, especially flag salute.
5. Holding meetings and conventions.	100 percent of the chapters and State associations holding regular meetings and conventions.	(a) Arrange chapter meetings to keep travel to a minimum. (b) Streamline State, district, and federation meetings.
6. Meetings.....	Every member attend at least 75 percent of chapter meetings.	(a) Have at least 1 regular meeting date per month scheduled in school calendar. (b) Special meetings for emergencies. (c) Prepare well-planned program beforehand. (d) Have one good entertainment feature for 100 percent participation at each regular meeting.
VII. SCHOLARSHIP		
1. Improved scholarship.....	100 percent of members show outstanding ability as evidenced by scholastic activities, and have a satisfactory record as certified to by the local school superintendent or principal.	(a) Devote 1 chapter meeting annually to scholarship. (b) Encourage members to strive for scholastic honors. (c) Post a Future Farmers of America honor roll each month. (d) Have advanced boys assist new students. (e) Offer chapter awards to outstanding scholars.
VIII. RECREATION		
1. Encourage supervised recreation.	100 percent membership ability.	(a) Organize athletic teams and encourage chapter competition. (b) Sponsor parent and son banquets. (c) Cooperate with home economics department. (d) Organize supervised camping trips.

Future Farmers of America national program of work, 1944-45, as adopted at the seventeenth national convention, October 1944—Continued

Activity	Goals	Ways and means
VIII. RECREATION—continued		
1. Encourage supervised recreation.—Continued	100 percent membership ability.—Continued	(e) Cooperate with the National Committee on Physical Fitness of the Federal Security Agency. (f) Sponsor recreation programs in local community.
2. Continuing national Future Farmers of America day.	100 percent of State associations participating.	(a) Set aside first day of convention as national Future Farmers of America day. (b) Send out suggested materials for Future Farmers of America day programs.
3. Maintaining national camp.	Keep camp buildings and grounds in good condition during war.	(a) Follow national executive secretary's convention report on the camp.
IX. GENERAL		
1. Maintaining membership...	204,000 active members.....	(a) Urge establishment of chapters in all departments of vocational agriculture. (b) 100 percent of all boys enrolled in vocational agriculture be members of Future Farmers of America. (c) Retain 75 percent of graduated members for three years after graduation. (d) Urge full payment of national dues on the part of all associations on or before June 30. (e) Encourage establishment of collegiate chapter in every recognized teacher training department.

Senator JOHNSTON. We certainly are indebted to you boys for coming to the committee and testifying for us. We hope to hear from you in the future, too.

STATEMENT OF RALPH H. WOODS, STATE DIRECTOR OF VOCATIONAL EDUCATION IN KENTUCKY

Senator JOHNSTON. The next witness is Mr. Ralph Woods.

Mr. Woods, will you state your full name and your position and then proceed to make your statement to the committee?

Mr. Woods. Yes, sir.

Mr. Chairman and members of the committee, my name is Ralph H. Woods. I am State director of vocational education in Kentucky. I represent the vocational phase of public education in Kentucky and the agricultural education section of the American Vocational Association, the teachers, the supervisors, the teacher trainers, and the directors engaged in vocational education in agriculture.

Senator JOHNSTON. We are glad to have you at the hearing, Mr. Woods. Will you please proceed to make your statement to the committee?

Mr. Woods. Yes, sir.

Mr. Chairman, the people and the organizations I represent wholeheartedly favor Senate bill 619.

I desire to call to your attention the necessity for such legislation in order to meet the needs of the people of rural America as their problems relate to education in agriculture. Let me say that I hope to supplement or amplify the statement made by the officers of the Future Farmers of America organization. Also, if time permits, I should

like to present briefly the over-all needs of a complete vocational education program for the State of Kentucky.

Agriculture is one of America's basic industries. It supplies the primary needs—food and clothing—for mankind, and it represents not only a vocation for the millions of farmers in America but a way of life for more than 30 million people. Agriculture must take its proper place in the future economy of this Nation. If it is to do so, farmers must have an opportunity to increase their efficiency so that they may do their part in producing a national income high enough to enable us to retire our national war debt and make the necessary adjustments as we change from an economy of war to an economy of peace.

How can efficiency in a democracy be increased except by means of education?

There are between six and seven million farm operators in the United States. The average operative life of farmers in the country as a whole is about 37 years. By dividing the operative life into the number of farmers, we find that approximately 165,000 new farm operators are needed each year.

I refer to farm operators, not farm workers.

Would we not agree that a large percentage of these 165,000 new farm operators needed each year should have an opportunity to avail themselves of a high-school education in which is included a 4-year course in vocational agriculture?

If such a goal is acceptable and is to be reached, then we should have enrolled in the United States 660,000 farm boys in vocational agriculture, assuming that all people who take vocational agriculture in high school will farm.

In view of the fact that many more people are reared on the farm than can expect to stay there, and in view of the fact that teen-age farm boys are, for all intents and purposes, already part-time farmers and that any increased efficiency on their part coming from participation in vocational agriculture will result in increased well-being to the farm families of America, we may well believe that this number should be increased by at least 50 percent, making a total of approximately 990,000 high school farm boys who should be enrolled in high school vocational agriculture.

In 1940-41, before the impact of reduced enrollments was being so acutely felt by the schools of America, 342,342 persons enrolled in all-day or high school agriculture. This appears to be only a little more than one-third of the number that should be enrolled.

Since farmers must maintain or increase their level of efficiency in a changing world, it seems imperative that there be a program of systematic instruction for adult farmers. Our experience has shown that at least one-fourth or more of the farmers will participate each year in systematic courses for adult farmers if such courses are provided for them. If adult farmers have full opportunity to improve themselves through courses in vocational agriculture, instruction must be provided each year for at least one and a half million adult farmers.

I have had communications from the majority of the States pointing out specifically their needs for an expanded program in vocational agriculture. Instead of trying to present a composite need for all the States, let me use the needs for an expanded program in vocational agriculture in the State of Kentucky as a typical example of the need.

In Kentucky there are 309,000 adults engaged in agriculture. Of this number, 220,000 are farm operators—operating farms of more than 10 acres. The operative life of the farmer in Kentucky is approximately 38 years. By dividing 220,000 by 38, it may be seen that 5,789 new farm operators are needed each year.

If the youth of today who will be the farmers of tomorrow are to receive systematic training for a vocation of farming, it will be necessary for the high schools of Kentucky and other States to provide it. If we assume that our prospective farmers in Kentucky should spend an average of 3 years in high school, we would need enrolled in agriculture as future farm operators 17,367 farm boys.

The index of natural increase in the farm and rural nonfarm areas of Kentucky is 187, which means that if 5,789 are to become farm operators, 5,036 similar young men will need to seek employment in other occupations.

Later I shall have more to say about the index of natural increase in the farm and rural nonfarm areas.

At this point let me explain that an index of 100 is sufficient to maintain a static population on the farms of Kentucky. If 100 people are to stay, there will be 87 who will have to go into other work or work related to farming but not particularly in farming. That means that if 5,789 are to become farmers, 87 percent of that number, or 5,036 young men, will need to seek employment in other occupations.

Many of the other occupations will be related to agriculture. Since the 5,036 farm boys who will find it necessary to go into occupations other than farming are, during their teen-age life, part-time farmers, since everything possible should be done to increase the economic efficiency of farmers, and since many of these boys will follow a vocation closely related to farming, it seems reasonable to assume that these boys will desire to take at least 2 years of vocational agriculture.

In these rural areas they have an opportunity to participate in shop training, which will be a good foundation for some of those who may later on enter into industrial occupations.

This would necessitate an enrollment of 10,072 boys who are now part-time farmers but may not farm in the future. Adding this number to the 17,367, we have a total of 27,439 as the needed enrollment in all-day vocational agriculture in Kentucky.

As already pointed out, facilities should be made available for providing instruction to at least one-fourth of the adult farm operators—55,000—each year. In the regular adult vocational classes and the food production war training classes in Kentucky, the enrollments have been—and I cite these figures as evidence that my estimate of 55,000 is a conservative one—as follows:

TABLE 11

1942-43 -----	78, 290
1943-44 -----	69, 445
1944-45 (estimated) -----	85, 000

All the figures are not in, but the estimate is 85,000.

In view of the fact that these numbers of rural people have enrolled in adult classes with part of the communities or counties being served by a program of vocational agriculture, it would appear that our estimate of 55,000 is a conservative one. In 1 year in more than one county in Kentucky as many as three-fourths of all the farmers in

the county have been enrolled in either a regular adult vocational class or in a food production war training class.

Careful estimates indicate that 29,000 or more veterans of World War II will return to the farms of Kentucky.

I may say that we probably have 100,000 from the farms.

As many as half of these veterans may want vocational instruction simultaneously with their efforts to become established in farming. There will continue indefinitely a normal need of 17,000 or more out-of-school young men in part-time agricultural classes each year. The problem of providing training for veterans will be an acute one in the years immediately ahead.

To summarize, let me say that in order to meet the vocational agriculture training needs of Kentucky, there should be enrolled 27,439 boys in all-day agriculture, 17,000 or more out-of-school on-farm young people in part-time classes, and an average of 55,000 adult farmers each year.

Let us approach the need for an expanded program of vocational agriculture in Kentucky from another angle. We now have 178 departments of vocational agriculture, employing 155 teachers. One hundred and sixty-two additional schools are planning to, and should establish, departments of vocational agriculture.

That is not a guess. I hold in my hand statements giving the figures and information.

This will make a total of 340 departments in the State. Some of the 340 departments will require 3 teachers, and a larger number will require 2 teachers, to adequately handle the all-day or high school enrollment. A careful check shows that a total of 420 teachers of vocational agriculture will be needed to operate the all-day program.

By dividing the 420 teachers into the needed enrollment of 27,439, we find that there would be under this plan an enrollment of 65 boys per teacher or a few more than 80 all-day boys per department. There would also be an average of 50 out-of-school on-farm young men per department in the part-time agricultural classes, and an average of 132 adult farmers per department.

The 420 teachers cannot provide the instruction needed for all of these groups. There would need to be at least one additional full-time teacher or more for each of the 120 counties in Kentucky, to devote his time to the out-of-school and adult farmer programs.

That is the systematic instruction of those farmers.

Therefore the minimum number of teachers of vocational agriculture needed in Kentucky is 540.

How much would it cost to finance a program of this kind? A very conservative estimate would be \$3,000 per teacher, which would include salary, travel, supervision, and teacher training, putting all of it on the basis of teacher training.

Multiplying the 540 teachers by \$3,000, we find that the cost of such a program would be \$1,620,000 a year.

To operate the present program in Kentucky, there is now being expended from Federal, State, and local funds approximately \$500,000. In addition to this \$500,000, there has been an annual average expenditure for the last 2 years of \$428,000 for the food production war training program. If we subtract \$500,000 from \$1,620,000, there remains \$1,120,000, the needed increase in total expenditure.

If in establishing new programs Federal funds are made available for 75 percent of the cost, it will require an increase of \$840,000 in Federal funds to take care of the above-mentioned cost for salaries of teachers in this needed program.

In addition to this need, the 162 new departments will have the problem of not only providing buildings but equipping shops, canneries, and classrooms in order to serve the vocational training needs of the community. It seems reasonable to assume that at least \$84,000, or 10 percent of the amount of Federal funds spent for salaries, could well be used to help schools in providing facilities for functioning programs. Totaling these figures, we find that a minimum of \$924,000 as additional Federal funds is needed to operate a comprehensive program of vocational agriculture in the State of Kentucky.

Vocational agriculture has served the war effort effectively. Thousands of dollars' worth of discarded farm machinery has been brought back and put into operation through the agricultural farm-shop program. Thousands of other machines have been prevented from going into the discard through the service rendered by the agricultural shops.

In my opinion, farm machinery repair courses must be continued in the years immediately ahead. I hear comments from manufacturers of farm machinery to the effect that they heartily favor these farm-machinery repair and construction courses.

An outstanding contribution to the war effort has been made by the school community canneries in the processing of food. It is a known fact that we have not been too well nourished, even in a land of so-called plenty.

I wonder if I may take time here to ask whether you Senators would care to look at some pictures I have which show some of the farm machinery repair programs and some of the canning programs.

Senator JOHNSON. Yes; we will be glad to see them.

(The photographs were examined by the members of the committee, and at the direction of Senator Johnston, two of the photographs are included at this point in the committee record.)

Mr. WOODS. The program of vocational agriculture has progressed beyond the experimental stage. If I am able to accurately assess the sentiment of farmers and school people and the public in general, they want it expanded and extended.

An effective course in vocational agriculture is more expensive than a course in history or English or mathematics, and local schools need aid from outside their own taxing ability.

We have been discussing some aspects of the whole national problem of employment. It seems to me we must consider two things, namely, first, the migration of youth; and second, the fact that our whole situation is a national problem, not a State or local problem.

Increasing the economic or vocational efficiency is the best way to make it possible for people to pay taxes and support worth-while civic and social programs. The farms of America represent one of our greatest natural resources. We can ill afford to neglect using it intelligently in the days ahead. No other scheme or pattern has been set up which so effectively provides technical and practical education for the average future or present farmer as the program of vocational agriculture. It is organized, operated, and controlled by the local community in cooperation with the State and with assistance from



This photograph shows a farmer loading his canned products into his truck at the community cannery, Honea Path, S. C.



This is a typical scene at the community cannery on canning days at Honea Path, S. C.

the Federal Government. Vocational agriculture has made good use of the funds available. It cannot go forward without additional funds, and no program can stand still.

In my opinion no legislation now pending in the Congress of the United States will have greater influence on the future happiness and well-being of Americans than the authorization of funds to provide an adequate program of vocational education for on-coming youth, for returning veterans, and for adults in all vocations.

In our late President's message to Congress on postwar education of service men and women, he said:

We have taught our youth to wage war. We must also teach them how to live useful and happy lives in freedom, justice, and democracy.

Human efficiency in every task or vocation has been imperative in the successful prosecution of the war. Equal efficiency is imperative in an economy of peace.

That concludes my statement.

Senator JOHNSTON. Are there any questions?

Senator MORSE. Mr. Woods, did you hear the testimony of Mr. Corbett, this morning, and of the American Farm Bureau Federation?

Mr. WOODS. Yes, sir; I did.

Senator MORSE. I recall that among the things he said he mentioned a few points with might be looked upon as criticisms or objections to Senate bill 619.

First of all, he thought it should be amended so as to make clear that the work performed under the bill would be done in organized classes, as distinguished from aid given to individual farmers by the extension services in the various States. Do you share that view?

Mr. WOODS. I share the view that vocational agriculture should provide systematic instruction. I do not share the view that there is any danger under this bill of having the vocational forces attempt or contemplate doing any such thing as the extension services are now doing.

Senator MORSE. Therefore, I judge that you would not have any objection to clarifying the language of the bill so as to remove the doubts in the minds of those who do have doubts. Am I correct in that assumption?

Mr. WOODS. No, sir; I would have no objection.

Senator MORSE. The second point—and I commented on it this morning, as you may recall—was with regard to the amount of money to be appropriated under the bill. The point was made that the amount of money is excessive. Mr. Corbett did not think there was available sufficient teaching personnel to make it possible to spend all that money economically, according to my understanding of his statement.

He said we do not need to have that much money appropriated, in view of the lack of personnel. What is your point of view in that connection?

Mr. WOODS. I realize that the securing of efficient well-trained personnel will be a difficult problem; there are many former teachers or almost trained teachers who now are in the armed forces. They will return, and they will wish to return to the teaching work, and take up where they left off.

We have nearly 160 of them from Kentucky. I hear from them quite regularly. They want to return and take up where they left off.

There are a great many persons who have been practically through their 4-year college course, and who can be brought in and given some intensive training and, I think, made ready to handle these jobs in a relatively short time.

During the war effort we found it necessary to find teachers wherever they happened to be. I recall one example, if I may give it, in another field of vocational education, namely, the training of radio repairmen for the Signal Corps. We have 150 radio teachers which we were able to find in one school. Granting that the problem will be a difficult one, nevertheless I do not think it will be impossible to solve.

Senator MORSE. You think there is merit in the suggestion I made this morning, namely, that for the emergency period, however long it may last, in order to meet the training needs of the individual students, the vocational educators of the country should work out some permit system or some system whereby persons who may not have all the formal requirements—which I certainly would demand as far as long-time standards are concerned—could be made most use of while they took extra training along with their teaching; is that correct?

Mr. WOODS. I think so, unquestionably. I think it would be very difficult for us to declare a moratorium on training.

Senator MORSE. Especially if we look at the problem from the point of view of student needs.

Mr. WOODS. Yes; if we look at the problem from the standpoint of student needs or from the standpoint of our whole national economy, unquestionably that is true.

As I said earlier in my remarks, it seems to me we must press for increased efficiency in all vocational training. We have abundant evidence to show that it can be done.

Senator MORSE. Now, let us pass to another point. I should like to have your views in regard to the problem of migration of young people from the farms to the cities, with the alleged result that we seem to be heading in the direction of large-scale farming in this country on a corporate basis or a big-business basis, under which much of the work is being performed, not by farmers, in the same sense that you and I usually think of them, but by farm laborers. Is there such a problem?

Mr. WOODS. There is such a problem; and, as was pointed out by the boys who preceded me on the witness stand, I think one of the first primary objectives of vocational agricultural training is to help boys because established in farming. Without giving specific vocational instruction, we are filtering off the cream of our crop, and we are leaving on the farms those who are less likely to succeed—that is, without training.

With training, by developing their supervised farming programs, they come out of vocational agricultural education with some equity which will enable them to make an initial payment toward their own establishment in farming. That seems to me to be an important feature of this training.

Senator MORSE. If you and I are in agreement—and I think we are—that there is at least a tendency in many sections of the country—and I am inclined to think it is a Nation-wide tendency—toward the development of corporate farming, are we in agreement that not only is that bad for agriculture but it is bad for the country as a whole?

Mr. WOODS. I think it is.

Senator MORSE. If you agree with me, we certainly would reach that conclusion, because I think it is distinctly bad. From your former remarks I also gather that you think it is.

Mr. WOODS. You will recall that in my first presentation I said it represented a way of life.

Senator MORSE. That is right.

Mr. WOODS. Certainly it will represent a different way of life if we have farm ownership and operation on an individual farm and home basis, rather than if we have corporation farming resulting in management over a large area with primarily farm workers.

Senator MORSE. That is the point I wish to discuss now. Before I finish I hope to link it up with this bill.

Mr. WOODS. Yes.

Senator MORSE. After all, I think we must approach these problems on the basis of adhering to a set of principles which will lead toward what we seek to accomplish. If you agree on a set of principles, then it seems to me the procedures which will lead to the accomplishment of those principles are all right.

If we agree that there is a dangerous trend in this country for the elimination on too large a scale of the small farm owners—and when I refer to the danger, I mean I think that basic in democracy is the idea or the concept of home ownership—I think we are going too far away from it in our rural areas as well as in our urban areas. If we are losing that and if we are substituting for it corporate farming, would you agree with me that to the extent that we do that we are perhaps unintentionally conditioning our people to a new type of economy in this country, one in which the individual must cease to be an entrepreneur, cease to be a landowner, cease to be the determiner of his own economic destiny on a private-enterprise basis?

Do you think I am right or wrong?

Mr. WOODS. I think you are correct, Senator. I think I have in my brief case some evidence on that point. However, if I may speak generally, let me say that throughout the years, omitting the war years, farmers have continually lost equity in the land of this country, and that equity has gone over into the hands of capitalists or corporations. We have evidence to show that by increasing the efficiency of these people individually—and in a democracy we think of the individual—the result is that more of them own their farms; they are increasing their equity in their farms.

Senator MORSE. That is the point.

Mr. WOODS. They are taking greater pride in their ownership.

Senator MORSE. Yes. I wish to refer to that point, if you will bear with me for a moment, because in that connection I think we have a premise which leads to a definite conclusion. If I wished to change the economy of this country I would first attempt to change it down on the rural level, by eliminating the very strong American tradition of private ownership of farm lands.

If we lose that, I think we shall then have really plowed a political field, so far as political philosophy is concerned, ready for the sowing of the seed of some other form of economy. I call it a totalitarian economy. That is why I say to some of my business friends who occasionally try to defend corporate farming, that you are stripping yourselves of your own shirts, because in my opinion we must keep the agriculture of this country on a small-private-farm basis.

If we are going to do that, we must make it pay.

Mr. Woods. That is right.

Senator MORSE. It not only has to be a way of life, but it has to be a profitable way of life, because the farmer will have to make a decent profit out of farming, of course. Consequently, he must know how to farm in the light of modern farming developments. The problems of the modern farmers are quite different from the problems my dad had, even in his generation, or those my grandfather had, in the generation before that.

Because of what industry has done in the way of the modernization of farming and the development of inventions, the farmers of today are required to have at least some vocational education.

So, if we are going to maintain this type of agriculture in America—and in my judgment that certainly is a national problem—if we are going to maintain that sort of national agricultural economy, we shall have to see to it that our farmers are supplied with the necessary educational advantages to enable them to make farming pay. In many sections of the country they are not able to do so today, and we know it.

The two boys who appeared before the committee this afternoon and gave their testimony indicated, in answer to the questions I put to them, that the education they have received not only has aroused in them an interest in farm opportunities, but it has led them to realize that they can make a good living, in competition with labor in the cities.

Mr. Woods. That is correct.

Senator MORSE. By competition, I mean when the standards of living are compared. They are entitled to a standard of living as good as the standard of living of those who labor in the cities, and vice versa.

So, when I am asked to support this bill, in order to be convinced that I should vote for it I must first be convinced that we are dealing with a national problem in relation to which the Federal Government has a responsibility—and I think it has such a responsibility—in respect to some other form of economy; in other words, that it has a responsibility to keep private land ownership economy in this country alive and profitable. In order to do that we shall have to supply the farm boys and girls with education, it seems to me.

Is that what you think?

Mr. Woods. That is correct. We hear a great deal of talk about the rights which people in a democracy have. I think one of the rights which should be emphasized is the right of ownership, just as you have stated. Let me add that in talking about the matter of increased efficiency, we realize that increased efficiency is necessary, in order that we can live more abundantly whether it be on the farm or in the skilled or industrial trades. I think we need to realize the relationship which exists between vocational education and efficiency and happiness in other desirable activities in life. We have evidence to show that in the case of boys who have had the benefit of vocational education in agriculture—and I refer specifically to that point—for as long as 2 years on an average, with all other things equal—and in that connection I refer to the size and fertility of farms and the type of farming, and so forth—such boys, as compared with boys who have not had that training, make approximately 65 percent more from their farming operations.

So it seems to me that a systematic instruction in farming is imperative for our future economy. It needs to be expanded. We need to have about as many more departments of vocational agricultural education in the Nation as a whole as we have already established.

SENATOR MORSE. There must be available data, or certainly it could be compiled, it seems to me, that would be of help in connection with the problem to which I previously alluded, namely, the necessity of showing the relationship between the ability of the farm population in areas where the young people have received vocational education, as a result of which they have been able to see an economic future for them on the farms, and the relative ability of the farm population in areas where such education is not made available. I do not mean that such a comparison will absolutely prove the point, but at least there will be a basis for an inference, and, it seems to me, a rather strong inference.

MR. WOODS. I think some evidence on that point can be gathered. In that connection it seems to me we must consider another factor. A while ago I stated that the rural areas of America rear many more children than possibly can stay there. The cities fail to maintain their populations by birth. A few years ago, at the beginning of this war, I spent a little time with the Advisory Commission of the Council of National Defense. I worked out an index of natural increase in the various States. I found that the lowest index was in New York County, N. Y., which had an index of 58. That meant that they failed by 42 percent to maintain their population by birth. The highest index is in the case of one county in Kentucky, which has an index of 260. There is a very close correlation between those two factors.

SENATOR MORSE. Of course, I would not argue, and I am sure you would not either, that we want all of them to stay on the farms.

MR. WOODS. That is right.

SENATOR MORSE. That would produce cultural inbreeding as well as a great many other weaknesses in our American system, but we should put the farm boy or girl in such a position that he or she will never be forced to say, "I should like to stay on the farm, but I cannot make a living on the farm, therefore I am going to town."

It is that type of boy or the farm boy who does not see any opportunity at all on the farm whom we shall have to reach through vocational training and education, it seems to me.

SENATOR JOHNSTON. It seems to me that your organization stands for an effort to increase the amount of training for those on the farms, in order to keep as many boys there as possible.

MR. WOODS. That is correct.

If I may refer to the boys who testified earlier this afternoon—if it will not embarrass them to have me do so—I should like to point out that one of the boys told you he is a farmer. I believe he is a leader and is capable of going along in good style because of the training he has received. He represents thousands of boys throughout the country who have had an opportunity because of this training.

SENATOR MORSE. I should like to ask one other question. What is your attitude on this point—and I think it is a very important one and one which must be faced quite frankly: It seems to me that we cannot justify the appropriation of Federal money for the various proposals which are constantly being made to Congress from the

States in which there is not a demonstrable need, as looked at from the standpoint of the capacity of the States to pay. We have our New Yorks and other several wealthy States which have sufficient money, if they choose to spend it, to increase such programs and plans themselves.

Mr. Woods. Yes, sir. Senator, I have heard that point discussed here. First, I would like to say that this bill is not primarily designed as a measure for the equalization of educational opportunity. It is designed to provide for the stimulation and expansion and increased efficiency of a program of education for work, or vocational education for the people, regardless of where they may be. I will admit that the fact that the funds appropriated for agricultural purposes which are distributed on the basis of farm population does tend to equalize in that respect.

As I pointed out in the case of Kentucky, when we have 187 boys growing up in a section where only 100 can continue to live as they grow older, the population factor shows up. Naturally, it pulls more of the money into those areas to help there. But it seems to me what we need to consider in connection with this bill is the importance of providing educational opportunities for all our people—youths, veterans, adults, wherever they may be. We need not be too greatly concerned about the matter of equalization of educational opportunity for in a manner it is cared for.

Many of the people who are born in Kentucky—if I may refer to Kentucky again for a moment—now reside in other States. I wish Senator Taft were here because I should like to point out to him that Ohio has more people in that category than does any other State.

The point is that we need to provide a satisfactory program of training where the people are before they migrate. Let us assume that some of the farm boys will migrate; they will have to. But before they go we need to equip them, not only for work in agriculture but for work in the trades. That is why I am interested in the area trade schools. We have already made a beginning with the 12 area trades schools for white people in my State. The situation is that we have a county, for instance, which, let us say, has only 8 or 10 persons specifically qualified to work in the trades. It is too expensive for the State or the local community to try to set up a program for those few persons. We wish to give them some training before they go. We find that when they do receive some such training they are much more likely to stay where they settle and to become substantial citizens.

On the other hand, the States which are to receive them as working and functioning citizens in the economic life of our Nation should also provide, as has been pointed out here, opportunities for them to increase their efficiency after they settle there.

So it seems to me that Kentucky and New York and Ohio and some of the other States will have a problem in that connection. It is a total national problem. Our production problem, whether it be in connection with building materials or the production of potatoes or even cotton, is a national production problem. The way the South goes agriculturally materially affects the way the rest of the Nation goes. It seems to me we must be concerned with these things as a nation, not just as a community or even as a State.

I would not be against equalization of educational opportunity for the people in these States, but I do not know that we necessarily have to be concerned with that problem in these particular days, since the bill is dealing with a phase of our total educational pattern.

Senator MORSE. Would you add the point that the bill does not propose a complete educational program, anyway?

Mr. WOODS. That is correct.

Senator MORSE. It is a partial program. The bill proposes to stimulate activity on the part of the Nation.

Mr. WOODS. That is correct.

Let me say that I have a letter from New York about agricultural education. They reimburse their local communities only to the extent of 17 percent of the salaries paid in connection with the agricultural training now being given. So the money the States may receive in this connection certainly will not result in overdoing the job required to be done because of the gigantic need, but some of the poor States will be helped most materially by the money appropriated under the bill.

Are there any other questions?

Senator JOHNSTON. I think that is all; thank you.

At this time the committee will take a recess until 10:30 tomorrow morning.

(Whereupon, at 4:40 p. m., a recess was taken until 10:30 a. m., Wednesday, May 2, 1945.)

VOCATIONAL EDUCATION

WEDNESDAY, MAY 2, 1945

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D. C.

The subcommittee met, pursuant to adjournment, in room 357, Senate Office Building, at 10:30 a. m., Senator Olin D. Johnston, presiding.

Present: Senator Johnson (presiding), Hill, Donnell, and Morse.
Senator JOHNSTON. The committee will come to order.
Dr. Trabue.

STATEMENT OF DR. M. R. TRABUE, PRESIDENT, NATIONAL VOCATIONAL GUIDANCE ASSOCIATION, STATE COLLEGE, PA.

Senator JOHNSTON. Dr. Trabue, you can give your pedigree, whom you represent and where you are from.

Dr. TRABUE. I happen to be the dean of the School of Education at the Pennsylvania State College, but I am here representing the National Vocational Guidance Association, of which I happen to be president at the present time.

My interests are and have been for all my adult life in this problem of the occupational qualifications in specific occupations and how to make for better adjustment of the individual and his work.

The National Vocational Guidance Association is very much interested in this bill and advocates its passage for several reasons, most of which I am sure you have already heard very well presented by other organizations.

Senator JOHNSTON. Can you just give us the background of this association and how many members it has?

Dr. TRABUE. It is the professional organization of the vocational-guidance counselors throughout the country. Our official magazine is *Occupations*, a vocational-guidance journal.

We have about 3,500 members at the present time, and that includes practically all of the people who are giving vocational guidance in the schools, colleges, universities, and social organizations.

Our primary interest in the bill, of course, and the thing that I think it would be most appropriate for our organization to present, is the paragraph in section 1 that has to do with vocational information and guidance. But as I said, we are interested in the total program of vocational education because we are quite confident that in any community the adjustment of the people, the contentment of the citizens, will be promoted by their efficiency on the job, if they are able to render a real service, they will be better citizens. We also feel

very definitely that our school system, our educational programs in the past, have emphasized the academic side of things too largely. There has been a tendency for school teachers to look upon work with one's hands as being perhaps not something that is quite dignified, and we believe that this bill and the results that would come from its passage would dignify labor.

We also believe that a great many returning servicemen and displaced war workers and other young people would not continue their education if they did not have an opportunity to obtain definite vocational training along with their other training in citizenship and academic subjects. So this bill and its program would help there.

Now, if I may, I should like to turn to the section on vocational information and guidance. People differ in their abilities and in their aptitudes and in their capacities and attitudes, and the requirements of various occupations also differ, and unfortunately many people are not as well acquainted as they should be with what they have in the way of capacities and limitations. Furthermore, it is difficult to learn—for an individual to learn what the requirements are, the actual requirements, in various occupations, and, as a consequence, a great deal of effort and energy is wasted by individuals attempting to prepare for and to carry on a type of work that is not appropriate, and the need for full information about oneself and about one's capacities and their relationships to the occupational requirements is very great.

I should like, with your permission, to report a study that I carried on some years ago in the Northwest at the University of Minnesota with regard to this problem. We examined several thousand unemployed adults during the depression, in the period from 1931 to 1933, extremely carefully, using medical examinations, psychiatric examinations, and psychological examinations, vocational tests, very careful interviews by industrial specialists, and gave the same kind of examinations to other thousands of employed adults in that same area.

I selected from the unemployed something like 200 individuals who had expressed in this examination and conference a desire to have further training. As I say, this was during the depression, and they were unemployed, and they felt definitely that they needed further training, and our examination of them had indicated they might well profit by further training.

To carry out this training program, to take charge of it for me, I employed one of the agents of the State department of instruction who had been doing just this kind of thing in vocational rehabilitation. I gave him the list of these 225 or more individuals and just what kind of training seemed to us, from this very careful examination, to be appropriate. This agent, however, had his habit of placing people in training and would visit these individuals and would say that the Employment Stabilization Research Institute was willing to provide them with additional training, and these individuals would again tell him the kind of training they thought they needed and wanted, and he placed them in accordance with their expressed desires at that time.

In spite of the fact that I had already had a very careful conference with each of them and had explained the results of this 12 to 15 hours of examination and study of their capacities and had indicated the type of training that we felt would be appropriate—in spite of that a

good many of them chose a type of training we felt was not the kind that was appropriate.

Now, in this matter of guidance vocationally, we all believe that Americans should have the opportunity to make their own choices, but we feel those choices should be based on the best information and the most complete information possible. So we ultimately put into training 206 individuals. Seventeen of the two hundred and six had not been advised with regard to the type of training that was appropriate. As a matter of fact, we were not absolutely certain in those 17 cases. But there were 189 of them in which our diagnosis had been quite definite and our suggestions had been quite strong. In spite of the best presentation I had been able to make in my interview with each of these on the basis of the tests and facts with regard to what kind of work was still available during the depression, 63 of them—that is a pretty large proportion, one-third of the 189—chose and were placed in training that was not according to our judgment; it was contrary to the advice on the basis of the information we had about them and about the conditions. So that that fact—that 63, or one-third, of the adults who were given very careful counseling, still chose a type of training that was not entirely appropriate, I think—is something that I think is rather significant.

Of course, the conditions following the war will be quite different from the conditions that existed during the depression.

Now, of those 63 who undertook a course of training—these courses that were provided lasted anywhere from 3 months to 9 months—of the 63, 42 of them absolutely failed to complete the course that had been chosen. They were not successful in getting through the course. Only 3 of the 63, or less than 5 percent, were considered to have succeeded in the course they had chosen. I should judge these 3 might be judged to have succeeded, because they had not only completed the course, but were placed in the kind of job for which we had trained them during the depression.

Now, of the 126 who took the type of training we had provided, 98 of them completed their courses with such success we were able to place them immediately in good jobs for which we had given them the training, immediately after that training and during the depression. That was in 1933; that is, about 78 percent of those who took the kind of work that our diagnosis indicated as desirable actually were successful and were placed, in spite of the fact we were in the midst of a depression.

There were 7 of the 126 who failed to complete their courses, and in each of those cases, which is about 6 percent, there were family problems or health problems which made it perfectly clear as to why they were not able to carry on that type of training.

Now, I am quite sure that the conditions during the depression were quite different from what we will have following the war, but the experience we had in that experiment seems to me to be significant. Unless people take the type of training which is appropriate to their capacities, and unless they are given full information regarding themselves and regarding the requirements of the job and the opportunities, they are likely to waste time, energy, and public money that would be involved. We need to have them provided with the best possible information about themselves and about the requirements of

the jobs. Even when they are given full information, a considerable portion of them will still insist upon taking a type of training for a job that does not require very many people and for which there is no great demand, or a type of training which may be totally inappropriate for them personally.

So, the National Vocational Guidance Association is particularly interested to see that this part of the bill is kept intact. We believe that it is extremely important that individuals have full information on the basis of which to choose their work.

I thank you.

Senator JOHNSTON. Are there any questions?

(No response.)

Thank you, Dr. Trabue.

Mr. John W. McPherrin.

STATEMENT OF JOHN W. McPHERRIN, EDITOR, AMERICAN DRUGGIST

Senator JOHNSTON. Will you please state to the committee the organization you represent?

Mr. McPHERRIN. I am John McPherrin, editor of the American Druggist, a national magazine reaching about 50,000 retail druggists.

My interest here is not only in retail druggists but all small retailers and to what extent distributive education can do them any good.

Last year we became interested in the great need of small retailers for some help in gearing themselves up to meet postwar competition. All of us in the distribution field know that chain stores, department stores, and all large operators of retail stores are planning very aggressive competition after the war. That includes a tremendous amount of training for their clerks, teaching them how to handle themselves and training them to be the merchants of tomorrow, because they are always hoping to find new store managers.

The average small independent store—and I am referring to the good, intelligent, independent, operator, and I am not talking about inefficient, careless operators who will never be anything—but there are thousands of good independent stores operated by men who are alert and who would like to be prepared to meet this competition, and therefore they probably need any help they can get from distributive education more than any other class of businessmen in the distribution field.

I became interested in this because I heard several years ago about the George-Deen Act, which was to provide help in distributive education for that type of operator. My impression was that the George-Deen Act was to help small-business people; and as the editor of the magazine I thought that if the George-Deen Act could help these small retailers, I should do all I could to promote the activities under the George-Deen Act.

However, before starting out to run editorial material sponsoring the act, I thought it would be well to find how well the act was actually operating. I started first by going out into some of the States and trying to find out how they were getting along, and I found several interesting things that stirred me up to run a complete study of distributive education as it is operated under the George-Deen Act, and all of my conversation here today is with relation to this investigation of

the operation of the George-Deen Act. I do not know the bill that is under consideration, and therefore I am not either for it or against it; I do not know enough about it to give a good answer on that, but for whatever value my study of the teaching of distributive education under the George-Deen Act is pertinent to this subject, I submit this testimony.

I found some confusing information. I would hear reports from people that the George-Deen Act, so far as distributive education was concerned, was a huge success. I heard that in one of the largest cities in that State 85 retailers attended a meeting to hear a distributive education teacher give his lesson. I thought that was pretty good, because when you can get 85 retailers out of 200 to attend a meeting, you are doing pretty well. However, I found that the retailers of that town had happened to have had their regular meeting on that particular day and that the distributive education teacher was allowed 10 minutes to say what he had to say about distributive education.

Well, that was disappointing. I had gone to that town with considerable interest, thinking I was going to find a real story on how distributive education was really working, but it did not turn out that way.

I have some paragraph comments from letters I have received from 17 States, and I do not wish to reveal who wrote these letters because they were written to me in confidence; all I can say is they come from people who know how distributive education is working in their particular State. I asked them who are the retailers who are now making use of the distributive education program—whether they were the big stores or the little stores, and whether they were in big cities or small cities, and who is getting the benefit of the provisions of this act, and I found that most of them were operating under some help from the George-Deen Act. I found in many States that many retailers did not even know of the existence of the George-Deen Act.

If I am not out of order, I would like to suggest that whatever distributive education program may be adopted under this act, that something be provided to exploit the opportunity so that the small business people will know that it exists. It is not enough to say that it is good and therefore they will come and get it. In that connection we can take, for instance, war bonds. They are certainly worth buying, and we should all know enough to buy them, but nevertheless the Government spends a great deal of money in arousing our interest to make us buy more of them. Now, when we have a distributive education program that is good, I think we should recognize the necessity of selling this good distributive education program to those who are most in need of it.

I have 17 reports here, and if the committee would like to have them in detail, I will submit them. They all bring out these thoughts: That there is a lack of knowledge of distributive education programs now in existence, and that exists more among the smaller retailers who need it most than among the larger ones who need it less. Yet, when we hear these things discussed, they are discussed in terms of the good they are going to do for the small businessman. My point is, the existing George-Deen Act has failed to do a job for the small businessman who really needs that help. Of course, my little survey here is not enough on which to draw a conclusion; but I believe it is enough to encourage the committee to make an exhaustive study to

find out what has happened to the distributive education programs now in existence, and if they are not now reaching the people they should reach, why aren't they?

May I offer these reports, Mr. Chairman?

Senator JOHNSTON. They may appear in the record.

(The reports referred to follow:)

Arkansas

They have found it very difficult to interest an employee in taking this training. Since the employee feels that he does not have to have the training to hold the job, the employer feels that he cannot require the employee to take training for fear he will lose the employee and not be able to replace him. The greatest problem is getting the trainee into the class.

They have found that department stores and mercantile establishments, especially those belonging to chains or large organizations, are much more receptive to training. Therefore, those that need training the least are most willing to accept the services of distributive education.

Missouri

Those in charge of distributive education here are doing one of the best jobs in the United States. They know the problems and define them as follows:

1. Employees having secured jobs without benefit of training see no incentive for study as a means of insuring continued job tenure.

2. Effort expended in attendance of classes after a day on the job increases fatigue.

3. The quality of instruction given has not always been of sufficient merit to hold the attention and interest of members of the classes. Qualified instructors must be supplied by the industry, since teachers on the regular staff lack the practical experience necessary to conduct a training program for employed persons. The unwillingness of qualified persons in the industry to accept this obligation has been a serious obstacle.

4. The lack of consistent publicity about the program within the stores has prevented employees in larger stores from becoming informed as to these training opportunities.

5. Top-ranking store executives have failed to place the influence of their positions behind the program, both with respect to its initiation and its follow-up within the stores.

6. There has been a poverty of ideas from the industry, particularly as respects the types of courses needful. This condition arises doubtless because of the pressure of routine duties.

Alabama

High-school students in their junior and senior years take distributive education as one of their regular high-school subjects. They attend a class in theory, usually in the morning, and work in a retail store for 3 hours in the afternoon, where they get actual work experience. You can readily see that these high-school students will be trained by the time they graduate and will, therefore, supply merchants with young, enthusiastic, full-time employees whose training cost has been at a minimum.

A larger part of our work has been done in independent specialty stores, department stores, and chain stores. A limited amount of service was given the grocery stores before food rationing.

South Carolina

The problem in this State is the lack of sufficient funds to employ anyone in this special field. It is needed very badly, and we have every assurance that it would be very successful. But, as stated, we must secure more funds. I believe that Congress is considering this at the present time, and should we secure these additional funds, it will enable us to carry on a very live program with the retail druggists. Our State now matches Federal funds in distributive education to the extent of 180 percent, which is over 100 percent more than necessary. Our program in South Carolina, while very limited, has been able to get generous matching State funds.

California

The distributive education service is used more by department stores than any other group. Probably grocery stores are the next largest group. The distributive education program is used more by the large stores than by the smaller

stores. The best programs are in the larger cities. They have two traveling teachers who hold classes in the smaller communities throughout the State. The enrollments in such classes come from miscellaneous distributive trades. In the smaller communities there is seldom a sufficient number in any one trade group to organize a homogeneous class.

Much publicity has been given; but in spite of this, there is some apathy on the part of business executives and managers toward a program of training for their employees.

New Jersey

Thus far in the State department stores are demonstrating the greatest interest in the field of distributive education. The large stores are using the service because they are willing to conduct courses on store time. They have given some courses where a number of stores have combined but find a lack of interest on the part of the employees unless they are paid for the hours they attend. The reason for this, in many lines, is the wage differential between the industrial and mercantile fields. In communities where these programs have been held the druggist has not been in attendance.

Georgia

The greatest demand we have had for this program is with the chain stores. This applies to stores such as J. C. Penny, Sears Roebuck, and the various chain of variety stores. The next most interested group is the larger department stores. Recently we have been able to interest the grocery stores and we are now conducting training for them. Generally speaking, the hardware stores and the drug stores have not been interested. The State personnel is so limited that they have not been able to go into the small towns.

Colorado

In the smaller communities the cooperative part-time program, organized on a high-school level which requires that the student spend as many hours in business as he does in school daily, has been the most effective type of program for those communities. It is needless to say that this does not in any sense adequately cover the requirements of the distributive businesses and workers in those communities.

Illinois.

With very few exceptions State departments administering distributive education programs are not sufficiently staffed to permit their acting as promoters of local programs for specific trade groups. State trade associations must accept the responsibility of working with State departments in making the members conscious of the need for training and its availability under the George-Deen program.

New York

The tendency is for big stores to use our service to a greater extent than little stores, although we have felt that the smaller merchant is the one who needs help the most and is least able to provide it for himself.

To what extent in-service classes, extension courses for adults, preemployment training classes, and cooperative high-school programs are developed in any community, depends upon the action of the local board of education. If any cost is involved, the expense must be borne by the local school authorities, although there is Federal reimbursement for part of this expense.

In New York State cooperative high-school programs and extension courses have been made available by local school authorities in some 60 of the larger cities and villages.

Washington

Although distributive education was put in the public schools through the interest and influence of progressive merchants in this country, it has not always been met with open arms on the part of individual retailers in our cities. Many of them cannot be made to see its long-range values. Some of them object to paying student workers for their work. Others regard it as a good thing in general but do not care to participate themselves.

There has been a tendency to serve the merchants who were the most interested, and to steer clear of those who have rebuffed our efforts. Department stores of the chain variety, such as Sears, Roebuck, J. C. Penny, and Montgomery Ward, have given whole-hearted support to our program and have benefited a great deal

from it. Independent merchants, whom the State board of education would like to serve, have not participated or benefited as much.

South Dakota

In regard to promotion, it was found that the service organizations, such as chambers of commerce, Kiwanis Clubs, and Rotary Clubs, have done a great deal in helping us establish programs in many of our cities. A distributive education program should be brought to the attention of the businessmen through some service organization and by personal contacts, rather than by trying to inaugurate the program through the school alone. The businessmen and the school should work hand in hand with such a program. We find that the secretaries of chambers of commerce have helped in selling the program to the businessmen and thus make it easier for the school to realize its need.

California

This program has probably been used more by large department stores than any other one type of business organization. The large well-organized retail firm, perhaps, is less in need of training than the small independently owned and operated organization, but the large unit is always more progressive and more training-minded; and that, I think, in converse, is the core of the problem we have encountered in trying to develop interest on the part of retail druggists. Their business hours are long and burdensome, although I believe that situation is improving some at least in this part of the country. However, these difficulties could be overcome if the druggist or any small retailer were to put proper emphasis upon the value and need of training and of trained personnel.

Unquestionably your magazine, the American Druggist, could help by publishing articles about the training available through distributive education.

Ohio

The distributive education teacher said: "I met with several groups, submitted outlines, and offered classes any time day or night. There seemed to be interest (among druggists) but, for some reason, classes did not materialize chiefly because qualified instructors could not be secured for technical information and the war situation."

Minnesota

Under the George-Deen Act there is a provision which gives the Department of Education the right to delegate the authority to carry on such a program to any State agency.

The set-up was very clumsy in that the local school boards, where prospective classes would be held, must be contacted and sold on the idea of such a program. The local school board assumes the obligation of financing the program and in turn is reimbursed from State and Federal funds through the State department of education. The department requires that an instructor must have an instructor's certificate, or, I believe it is 20 hours of instruction, before he can act.

The maximum pay for an instructor in this State is about \$5 per class, allowing no compensation for time used in the preparation of material or while he is taking the instructions. In other words, it would be impossible for an itinerant instructor to even pay his expenses and it is also impossible to obtain a man as instructor who would be qualified in our opinion.

District of Columbia

The teacher who has been handling this particular program has been ill for 2 months, and at present there is little we can do. Qualified teachers who are capable of handling these situations are very scarce.

In normal times we could get numerous people who could do the job, but right now they are making more money than we can pay them. Last year department stores showed the most classes but given the right personnel, small stores could be interested.

What I have been trying to say is that the kind of people we need to do this job are so capable that they have well-paying positions of a permanent type and the uncertainty of these particular classes is a factor at the present time.

Minnesota

The larger stores probably are more appreciative of the possibilities of distributive education, but this greater appreciation is considerably offset by the fact that they have their own staff-training departments, the result being that

large and small stores use distributive education to about an equal extent in proportion to number of employees.

Relatively, distributive education is used more by big-city stores than by small-town stores, largely due to the former being more familiar with its possibilities. Obviously, there is still a tremendous informational job to do in all fields of distribution, in all types of communities.

One of the greatest difficulties, especially in these times, is the shortage of qualified instructors, who as you know are businessmen and women. Itinerant full-time teachers are needed. Such teachers would also act as missionaries for the program.

MR. MCPHERRIN. As I said at the beginning, my statement is neither for nor against the bill known as S. 619. I am very much for distributive education because I know how much it is needed by the small retailers of America. Over 1,300,000 of the 1,700,000 retailers are small retailers who need better trained store personnel even more than the larger retail stores.

Unfortunately, the distributive-education facilities now in operation because of the George-Dean Act and similar legislation, have not been used to any large extent. It is estimated that less than 2 percent of the total retail employees are now receiving any distributive education.

The greatest use is by large retailers such as department stores and chain stores. I feel the need is greatest among the smaller retailers who are alert but who lack time or money to provide their own sales training program.

Apparently, those in charge of State programs for distributive education have encountered difficulties which have restricted their useful activity to the larger stores in larger cities. The small stores, especially in small towns, have had little help so far, and they need a lot if we are to have small independent stores in every neighborhood. Only those who are willing to help themselves deserve any help from the Government. It is for them that I am speaking.

As to why the distributive-education program has not made faster progress among the stores that need it most, I can state the following:

First. Lack of money to (a) hire capable teachers, and (b) sell the idea of distributive education.

Second. Confusion of many agencies offering distributive education.

Regarding S. 619, I have no specific criticisms. If it will make distributive education more available and useful to small retailers, I am for it. I would like to see the need for public promotion of distributive education recognized in the bill by requiring 5 or 10 percent of the funds allotted to be spent in creating a desire for this education.

I am sure the committee will find many different answers to questions that might be raised. I do not want to take more time this morning, but I would be glad to try to answer any questions on specific problems.

I would like to say it is discouraging to find in one or two of the States where the distributive-education program is operating, that from time to time they will invite people like myself to speak at these classes. We are told the retailers in that community are very enthusiastic about the distributive-education program and we make the effort and travel two or three hundred miles to attend such a class. When we go to the school where the meeting is to be held, we find the professor is a little bit embarrassed, because about 8 o'clock that night, when there are supposed to be about 50 people present, only 5 are sit-

ting in the room, and he makes the excuse that he did not have any money to publicize the meeting except to send out a post card announcing there would be a meeting. It seems so ridiculous to try to do these big things unless we know that the people interested know they are going on. The tragedy is that this program is so greatly needed by these small businessmen who are not apprised of its benefits.

I think, with that, I will close and submit myself for questioning, or leave the stand.

Senator JOHNSTON. Any questions?

Senator DONNELL. Mr. McPherrin, is it advisable, do you think that the gentlemen or ladies, who may undertake to lecture to groups of persons with various types of businesses on distributive-education work should themselves, in advance of doing so, receive some type of instruction?

Mr. MCPHERRIN. Very definitely. Those who teach adults probably have a tougher job than those teaching high school, because the adult cannot be fooled; the adult will know whether the man who is teaching knows what he is talking about. The teacher who tries to handle an adult class must be very well trained before attempting to do so. Of course, that applies to the high-school level, too; they must be trained teachers.

Senator DONNELL. Do you think there is any considerable number of persons who are willing to enter the profession of teacher of distributive education?

Mr. MCPHERRIN. That is probably the big problem. Those who know marketing, distribution, and merchandising, those who really know those subjects so they can get up in front of a group and be accepted, must not only be trained as teachers but must also know their subject. The only way to know it is to have worked in merchandising or marketing so they have a background of knowledge and assurance on what they are talking about. The best man or woman for that job would be someone who has actually worked in business but who has a great desire to teach others, and when you are able to get that kind of person you could not pay enough; you cannot buy that kind of talent. There are few such people. In one Middle Western State there is a lady who has that burning desire to do that.

Senator DONNELL. Is that in Missouri?

Mr. MCPHERRIN. No, sir.

Senator DONNELL. The reason I ask is because there is a lady in Missouri working under the auspices of the State Department who is doing excellent work.

The problem I am trying to get at in my mind is whether or not it is possible to induce any great number of persons to enter the field of teaching distributive education.

Mr. MCPHERRIN. Not at \$5 a night.

Senator DONNELL. Suppose adequate salaries were provided so there would be money available; do you think there is any considerable number of persons who would be willing to go into the field of teaching distributive-education matters?

Mr. MCPHERRIN. If you paid salaries comparable to what a teacher and also a businessman might receive. It would seem to me to get the right kind of person to handle those classes it is going to cost closer to \$25 rather than \$5.

Senator DONNELL. Let us take the drug business. Suppose the State department in Missouri would want to put on the road two or three men who would go around and deliver lectures to classes and give classroom instruction to the druggists of the State, going to the smaller as well as the larger towns. In the first place, will you tell us where such individuals can secure the necessary instruction themselves which in turn they could impart to those engaged in the business; second, are there any textbooks on that subject; and, third, what type of schools teach the type of information that would be requisite to the teachers in order to impart the knowledge and do the work in my own State?

Mr. McPHERRIN. You mentioned druggists. We will keep it in the realm of the retailer, because when you get into the pharmaceutical side, that opens a new problem.

Senator DONNELL. Then leave that out.

Mr. McPHERRIN. The young lady who would go around teaching those subjects and do a good job of handling, let us say, cosmetics, should have had at least 4 years of college and also should have worked in some store. It may be she has worked for a Kansas City or St. Louis department store, where she has had a good grounding in personnel relationship; she also should have worked on an experimental teaching basis in a good retail drug store.

I am quite sure in your own State of Missouri, Senator, Ray Sutton, secretary of the association, would be able to find some good druggist in the State who would take a future teacher into his store for a month or 6 weeks to learn the language of the store, and she would then be prepared to teach other clerks, but she essentially would be a sales person.

Senator DONNELL. Would you favor the grant of Federal money to the store which would teach her?

Mr. McPHERRIN. No, sir.

Senator DONNELL. What would the money that would be used in the process of teaching teachers to teach be used for? What particular use of Federal money would you advocate? Would you pay it to the stores or to some university or some college or teachers college; how are you going to spend it?

Mr. McPHERRIN. Are you proposing to teach the future teacher from the time that teacher is through high school?

Senator DONNELL. I do not know. If we are going to spend Federal money on this distributive education work, in the first place we want some teachers; we want to have those teachers instructed by some courses of study in some school or in some store, or wherever they would get the best training. I want to know what your idea is of how to secure those teachers and, in the second place, how to train them; where would you use this Federal money in the training of those teachers?

Mr. McPHERRIN. I think you are bringing out something very important there, sir. There is no place where you can get trained teachers in the distributive field. You would get them only by chance; those who happen to be able to teach, and who also know merchandising and marketing. There is no place now where you can get them like you would a lawyer or a doctor; there is no training school for them.

It might be wise if some of the teachers' colleges could sit with you and set up a college course that will train people to do distributive-

education work, because now, when we get them, we are just lucky.

Senator DONNELL. As the matter now stands, based on \$1,000,000 appropriated by the Federal Government for distributive education, would you use it up in the building up of courses in teachers' colleges or paying it to wholesale stores or retail stores or jobbers, or by having someone write textbooks or paying persons to lecture and contact clerks? What I want to know is, if we give a million or ten million, or any amount, for distributive education, I want to know just how practical that is. How we are going to use the money? Where it is going? What is the best way of spending it? Under present means if there is any place we could logically and efficiently spend it?

That question is put, not with any critical attitude, but merely to find out whether under present conditions we can use the money and, if so, how.

Mr. McPHERRIN. I would say the immediate job is to get teachers. You cannot get them except from people who now exist, and you will be able to find out who they are by offering sufficient money to interest them. If it is really \$5 a night that these teachers get, then that is the reason you cannot get good ones. If you could provide in some way to pay the market price of a good teacher—and by doing that you will be competing with teachers in colleges and high schools—you will be able to get them, but they are not going all around the country and wasting their time for \$5. If the price were \$25, you would get a much higher type of people to apply.

Senator DONNELL. Where are you going to get them and how are you going to provide them with instruction necessary for them to be able to impart their knowledge to the retail clerks and managers?

Mr. McPHERRIN. In your State there are some able teachers of distribution in the present high schools and colleges. If it were known to those high school and college teachers that a respectable amount of money was available to distributive-education teachers, and if they qualified they could get it, I think you would discover in your own State an adequate number of people who would apply. You will have to disabuse their minds, however, of the old idea that good money is not paid for distributive education work. But if it could be known to people in your State, and in my State, Iowa, I know there are people in Missouri and Iowa in the schools and colleges who could do it if you would pay them enough to interest them. That could be done immediately, although I still think your earlier idea of a definite program of training is needed; but if you will pay them enough to attract good people, you will get them.

Senator DONNELL. Are there any textbooks on this subject?

Mr. McPHERRIN. There are textbooks on retailing and marketing in the various trades, such as grocery and hardware. They may need some work done on them, but you do require textbooks.

Senator MORSE. Do you think the extension services of our State universities, State colleges, and teachers' colleges furnishing retail marketing courses could do this type of work?

Mr. McPHERRIN. I think they could help. Your question brings up a thing I had not mentioned. I found in very many States that there was friction existing between the distributive education branches and the colleges. I know of one State where the branch of the State board of education operating distributive education, proceeds on its own merry way teaching people at the college level but does not co-

operate in any way with the State University. The heads of the State university in regard to that particular controversy are very discreet, and when you ask them how the State distributive education program is going on, they say, "I suppose it is all right, but we do not hear much about it."

Senator MORSE. You mean where the credit courses are offered on a credit basis rather than on a service basis or noncredit basis, they are not put in practical terms so that the drug-store clerk or department-store employee could get some pointers out of the course?

Mr. McPHERRIN. That is part of it, although there are colleges running very good extension courses in business and there are other colleges where you have the old academic resistance to business subjects, which are not considered college subjects. But the friction has existed because of jealousy between one department and another, the State department of education and the State university. One says he wants to run his own affairs without interference. I do not think it is any more complex than that. There may be cases where the State extension service is not up to par. If I understand the distributive education laws correctly, they are not supposed to teach subjects at the college level, but sometimes they get loose and get on a college subject, and then they get to the State program of extension or the actual university program. You should look into the matter to see if a more harmonious situation cannot be brought about in connection with the teaching of distribution subjects as between the extension services and the State universities.

Senator MORSE. On the line of questioning by Senator Donnell, I think the important problem is, if the money is needed to pay salaries to conduct classes, whether they should be operated by the Extension Service, the State board of education, or some other department, becomes a matter of procedure. Your view is you think if the money is available the teachers are available?

Mr. McPHERRIN. Yes. If the distributive-education teacher, the itinerant teacher, were to go out representing the State university, I am sure he would get a much larger attendance at the classes, as he would have the prestige of the State university. That problem harks back to what I have said earlier, that one of the greatest problems to any distributive-education program is the publicity that should precede it. If you are going to have something good but nobody knows anything about it, a lot of money is going to be wasted. You are doing these things for the small businessman, who is the heart of the country, but if the knowledge of its existence fails to reach him, what good has been accomplished, except for the benefit of a few big department stores, which would run their own program if the Government did not provide it?

Senator MORSE. To what extent is it possible or desirable to have these classes self-supporting classes?

Mr. McPHERRIN. Do you mean the retailer pays the entire cost of the class?

Senator MORSE. A fee from the students.

Mr. McPHERRIN. I am not so sure but what it might be well to charge them something. I think if you do that they will pay more attention to it. When you offer something completely free, you do not always get the respect for it, even though it is good, and it might be well for any retailer that wants to send his clerks to a distributive

class, to pay something. He ought to be willing to pay something to show sincerity of purpose on his part. Of course, in many cases, obviously, he cannot afford to pay the entire cost, but he should be willing to pay something, and I think the good ones are.

The retailer who said he would never send his clerks again to a class of distributive education because of the caliber of teaching also said he would pay \$10 per pupil if they would get a good man. He would teach them himself if he only had the time.

I think it is a good idea to charge them something. As I say, when we get things for free, we sometimes do not think so much of them.

Senator JOHNSON. Are there any further questions? [No response.]

Thank you, Mr. McPherrin.

Mr. J. S. Noffsinger.

STATEMENT OF J. S. NOFFSINGER, NATIONAL COUNCIL OF BUSINESS SCHOOLS, WASHINGTON, D. C.

Mr. NOFFSINGER. Mr. Chairman, I have a prepared statement, the first paragraph of which reveals my identity, and if there is no objection I would prefer to read it just as it is.

Senator JOHNSTON. Proceed.

Mr. NOFFSINGER. We wish to present, if you please, a legal statement as well as to offer some constructive suggestions regarding certain provisions of this bill, and for that reason we have committed our statement to writing so as to say exactly what we wish to say in the shortest time possible.

My name is J. S. Noffsinger, of Washington, D. C. I have been an educator all my life, having been a public-school executive, a college president, an executive of the old Federal Board for Vocational Education, and an executive officer of the Carnegie Corp. of New York. I am now the executive head of three groups of non-tax-supported schools, both proprietary and endowed, approximately 2,000 in number, scattered throughout the entire 48 States and enrolling in normal years approximately 1,600,000 students of post high-school age in courses covering the various trade, industrial, and semiprofessional fields. This bill, S. 619, therefore, vitally affects us.

While I am the executive officer of three groups of non-tax-supported schools, yet I am appearing here in behalf of the National Council of Business Schools, which represents the private commercial schools of the country, and the National Council of Technical Schools, which represents those non-tax-supported technical institutes which occupy the educational area between the usual trade school and the professional engineering institution. The first of these two groups of schools has served American commerce and industry, as well as government, for more than a century and a quarter by supplying them with more than 20,000,000 trained office workers, without requesting from anybody a single penny for support or subsidy for buildings, equipment, maintenance, transportation, staff, and so forth. We have served wherever and whenever a public need existed within our field.

The technical schools which I am representing have trained approximately a half million service men and women during the present world conflict, for the Army, the Navy, the Marine Corps, the Coast Guard, and so forth; many of these schools have been advised by the

officials of our armed forces that their product was superior to that produced by many of our tax-supported educational institutions.

Permit me, to say, however, that while we represent non-tax-supported schools, yet we are not opposed to public education. A careful study of our field shows that those States having the highest educational index and the best public educational system, also have the most prosperous non-tax-supported schools. We are not opposed to vocational education. We believe, as our arguments will show, that, we are even more zealous for its support than are the proponents of this bill. Neither are we necessarily opposed to the appropriation of the Federal money requested in the bill. But we are opposed to certain of its provisions which we believe are not in the public interest and would also in effect tend to destroy every institution which I am now representing.

While the over-all purposes and objectives of S. 619 are most commendable, yet we believe that this bill contains a number of provisions which are definitely not in the interest of the public, and should therefore, be amended. But before making specific recommendations regarding changes which in our judgment should be effected, permit us to make a few general observations and give some statistical data relating to certain of the provisions contained therein:

1. This proposal, S. 619, is fundamentally a war measure for the creation of training opportunities for discharged veterans and demobilized war workers. The appropriation requested, while large, is not, in our judgment, too great for these specific purposes. We deny, however, that an equally great emergency will continue forever hereafter which would justify the granting of \$97,500,000 of Federal money annually in perpetuity, irrespective of what our future educational needs may be. We make this statement advisedly, because in normal peace years some of the States have found some difficulty in utilizing wisely the \$21,000,000 Federal grant under the Smith-Hughes and the George-Deen Acts. This difficulty would very definitely be accentuated if the States were in the future granted a sum of six times as large as heretofore, as would be the case if this proposed bill were enacted as is. We suspect, therefore, that the proposals in this bill are probably affected by a war psychology which usually involves billions rather than by a careful appraisal of probable postwar educational needs.

2. The proposals of this bill appear to be based upon getting from the Federal Treasury as much money as possible before the inevitable "economy wave" strikes Congress. Please note the following which may be considered a clever tactics but which to certain of us involve a question of morals. This bill proposes that Federal money shall fully equip, fully maintain, fully staff and supervise the area schools created thereby, and then—and this is the hidden joker—pay the cost of the operation of these schools over again through the payment of the tuition for all the veterans attending. The Treasury of the Federal Government is therefore being invited to pay twice for these institutions. We believe that such procedure is indefensible as well as unethical.

3. At the present time the States have hundreds of millions, in fact billions, of surplus in their respective treasuries, while the Federal Government has only a colossal debt. The States could at this time readily provide all of the vocational educational facilities needed, and

then have the Federal Government supply the students and tuition fees for discharged veterans during the next 7 years as provided for in the GI bill of rights, and retrieve the cost of every facility provided. If the various States, however, do not wish to provide for such education, I can, here and now, assure you that the nontax-supported schools of the country would be happy to do so upon mutually agreeable terms, and which also could be upon a more economic basis. In such a plan the savings effected by private management would then largely return to the Federal and State treasuries through the various taxes to which non-tax-supported schools are usually subjected.

4. We believe that there is something wrong in the conception of a bill which proposes to give money outright to the several States during the first 2 years after its enactment, and thereafter to sell good United States dollars to the respective States at 25 cents each, irrespective of the actual need which a State may or may not have. Every State will accept all such money it can get regardless of its actual need. As a matter of fact, a number of State legislatures will undoubtedly memorialize Congress to pass this bill because they have been informed that if it does pass they will actually get "something for nothing." This will undoubtedly result in some rather freakish and unjustifiable expenditure of public funds at a time when we should be thinking of how such items as the interest on our public debt, as well as the public debt itself, are going to be met during the postwar years. We urgently suggest the wisdom of requiring the States to match Federal money dollar for dollar. We know what this will mean, and so do the proponents of this bill; it means that superfluous educational plants will not be maintained just because there is free Federal money available. The country expects that Congress shall thus safeguard its funds and see that they are not only wisely appropriated but also surrounded with sound and reasonable safeguards. As the bill is drawn at the present time few States would accept any Smith-Hughes or George-Deen money where every dollar must be matched by another, but would turn to this law where they could secure approximately five times as much money by putting up merely 25 cents for every dollar received.

5. From the United States Office of Education's Vocational Leaflet No. 12, 1943, page 17, I quote the following:

It has been estimated that public schools have an investment of approximately \$1,000,000,000 in their trade and industrial schools. Before 1940 this capital investment was utilized from one-fourth to one-third of the total day.

We respectfully appeal to your good judgment as to why it should be necessary to create an additional school system with costly equipment and facilities which will also probably be used for not more than 5 to 6 hours per day 5 days per week, and for not more than 40 weeks out of each year, while we already have a billion dollars worth of vocational education equipment and facilities unused for more than three-quarters of the time. We know that non-tax-supported schools could not possibly exist on such a program, and we believe that tax-supported institutions should also be required to effect all reasonable economies.

6. Certain of our secondary vocational school instruction is notoriously inefficient. I refer again to the United States Office of Education's Vocational Leaflet No. 12, 1943, page 35, which says:

Unfortunately less than 50 percent of those who complete a commercial course (in the public high schools of the United States) are sufficiently well trained to meet the minimum employment standards of business and government.

If this be true, and we all know that it is, as taxpayers and as representatives of those interested in the public and in the social welfare of our country, we earnestly hope that you will appropriate all of the money requested in S. 619 for the purpose of increasing the quality of instruction now being offered in the public high schools of this country, rather than creating a new system of schools and thus spreading another layer of mediocrity over our present inefficient secondary educational system.

7. There is positively no need for certain of the provisions set forth in this bill. I refer especially to section (h) as found on pages 11 and 12. This section, among other things, proposes a \$5,000,000 appropriation for office occupational education—

in the last year of the senior high school, and/or in schools on the post-high-school level of less than college grade, and/or for part-time and evening schools and classes for employed workers—

and so forth. Permit me to submit a very brief statement covering the statistics of the field of skilled office employment, which in normal times has an annual turn-over of less than 500,000 persons.

According to the United States Office of Education's Vocational Leaflet No. 12, referred to above, page 35—I quote:

Approximately 13,000 public high schools offer commercial courses, in which 1,000,000 pupils are enrolled in typewriting and approximately 750,000 pupils in shorthand and bookkeeping.

In the 1,200 non-tax-supported commercial schools of this country there is maintained a competent staff, equipment, and facilities to train annually in excess of 250,000. Another 50,000 are normally found in our junior colleges, another 75,000 to 100,000 in our collegiate institutions—all taking beginning shorthand, typewriting, and similar-skill subjects, regardless of the level of the institution in which they are studying. This means that in normal times approximately 2,200,000 skilled office employees are being trained for 500,000 available positions.

Permit me to give you an official statement from the Connecticut State commissioner of education, where conditions are more or less typical of what you will find in most States of the United States within the field of office training. I quote from Commissioner Grace's leaflet of May 1941, entitled "Connecticut Schools," page 9. He says:

Twenty-seven percent of all employed stenographers in Connecticut would have to be displaced each year to provide jobs for graduating high-school girls trained in stenography. Female graduates in commercial courses in 1940 numbered over 5,000. This was more than five times the number of inexperienced youth that the State employment service was able to place in sales and clerical jobs combined during 1939.

Please remember also that 1939 was not a depression year. To the above should be added that in the State of Connecticut there are now

also 26 non-tax-supported commercial schools which have an annual student enrollment in excess of 3,000. Thus, there are approximately 8,000 skilled office employees trained each year in that State for less than one-half that number of jobs.

This situation could be duplicated in practically every State in the Union with reference to this field. If this bill passes in its present form, every State in the Union will grab all of the Federal money that is offered to it, regardless of its need for office education, and will create additional training opportunities which cannot be justified by any stretch of the imagination, except that the Federal Government was foolish enough to blindly appropriate such free grants.

In conclusion, we recommend that this bill should either be materially redrafted or killed. We seriously recommend the latter for your favorable consideration rather than the passage of the bill as is. If, however, it appears that a law in this field seems to be desirable, then we would definitely recommend—

1. That this bill be completely integrated so as to contain the substance of both the Smith-Hughes and the George-Deen Acts.

2. That States be required to match all Federal funds dollar for dollar.

3. That the appropriation be made available for a period of not more than 7 years—at which time our discharged veteran training problem will largely be over, and we can then see more clearly what will be in the public interest thereafter.

4. That States be encouraged to use these funds to strengthen their high school vocational programs instead of requiring them to create a new system of State schools.

5. That a complete study be made to determine the justification of the \$97,500,000 request which provides an increase of approximately six times the amounts at present granted for vocational education, and

6. That all appropriations for additional educational opportunities in the field of skilled office employment be either entirely eliminated or that it be restricted to the high school day and evening program.

Senator JOHNSTON. Where do you find in the bill it would require the creation of a new system?

Mr. NOFFSINGER. There is \$24,000,000 provided for the area vocational schools.

Senator JOHNSTON. Does that not mean they can use a high school somewhere in that area? That is my interpretation of the bill.

Mr. NOFFSINGER. These schools, as provided here, are under the State department, and the high schools are under the local department.

Senator JOHNSTON. But they may choose a high school within a certain area.

Mr. NOFFSINGER. Some States will and some will not.

Senator JOHNSTON. It will be left with the State board of education, which one can be more advantageously handled.

Mr. NOFFSINGER. But it will be under the State department rather than under the local department, and if you were to increase the equipment and efficiency of your local high schools in some places, it could be used for both.

Senator JOHNSTON. For your information, preceding this bill, some States have already established area schools and the officials in the counties within the area the school covers, have people in that particular area that run the school.

Mr. NOFFSINGER. We would suggest, sir, that that be clarified because, after carefully reading the bill, the impression given was this is a separate State institution under State control and is not under local control at all, as provided in this bill. The chances are in New York it will be a separate area school.

Senator JOHNSTON. You are suggesting the State match 50 percent all along the line?

Mr. NOFFSINGER. That is right—I did not get your point.

Senator JOHNSTON. You ask that the State match it in each instance?

Mr. NOFFSINGER. Yes; the same as in the Smith-Hughes.

Senator JOHNSTON. Just as in the Smith-Hughes Act?

Mr. NOFFSINGER. That is right.

Senator JOHNSTON. So you do not object to the State going in and handling their part?

Mr. NOFFSINGER. Our suggestion is it be made available for the local high schools to increase the merit and efficiency of their courses, as well as in the area vocational schools.

Senator JOHNSTON. As I understand, one of the main objects of this bill is to try to encourage places throughout the United States to go into vocational training. Many probably are not in it at all now. Do you think you would retard this program if you were to require a 50 percent matching in the beginning?

Mr. NOFFSINGER. I would say you are dealing with an educational program, and I suggest the soundest way to deal with it is to educate the local educators to the need that exists rather than having a purely paternalistic attitude of handing down from the Federal Government and teaching them to ask for additional amounts.

Senator JOHNSTON. I grant you that is correct if we did not have this problem facing us at the present time, and we cannot wait to educate the people in the various communities throughout the United States.

Mr. NOFFSINGER. Our point of view, sir, is that you will make faster progress by moving soundly, and as I pointed out, the vocational program in the high schools is turning them out half-baked and 50 percent are not qualified. Much of your problem in the future would be solved if you build a better foundation in the high schools instead of creating another layer we would build better on what we have.

Senator DONNELL. Is it your thought the ambiguity or lack of clarity with respect to what the \$24,000,000 may be used for and whether it may be used in existing high schools, arises from this language in the bill:

And shall be used for the planning, developing, and operating of area schools organized according to the provisions of the State plan for vocational education.

Mr. NOFFSINGER. It is, sir.

Senator DONNELL. Your thought is that that is not sufficiently clear, and you have drawn the conclusion there shall be new schools created, whereas someone else draws the conclusion it means existing schools, and your point is it should be clarified?

Mr. NOFFSINGER. It should be made clear that those funds may be used in the local schools to improve their vocational programs.

Senator DONNELL. The language I have quoted is what you consider to be lacking in clarity?

Mr. NOFFSINGER. Without having it before me, I would say "Yes."

Senator DONNELL. I think I have read it correctly. It is that language or substantially that, which you judge to be lacking in clarity?

Mr. NOFFSINGER. That would be so; yes, sir.

Senator JOHNSTON. Are there any further questions?

(No response.)

Thank you, Mr. Noffsinger.

Dr. Paul H. Nystrom.

STATEMENT OF DR. PAUL H. NYSTROM, PRESIDENT, NATIONAL COUNCIL OF RETAIL TRADE ASSOCIATIONS

Dr. NYSTROM. Mr. Chairman and gentlemen, for the purpose of identification, I suppose you would like to have my connections. My name is Paul H. Nystrom. I reside at Hackensack, N. J. I have a business and professional office in New York City. I am professor of marketing in the School of Business at Columbia University, not a public-fund-supported institution.

For about 61½ years I have been a member of the Federal Board for Vocational Education. I am also president of the Limited Price Variety Stores Association, a national trade association of the variety trade field, including both chain and independent stores, and I also have the honor to be the chairman of the Central Council of National Retail Trade Associations, covering practically all retail trades in the United States that are so organized.

I have a brief statement. If time permits, I would like to say some things pertaining to the points already touched upon. If I may present my brief statement first—

Senator JOHNSTON. Proceed as you desire, Doctor.

Dr. NYSTROM. I am happy to have the opportunity to make this statement favoring the passage of Senate bill 619.

This bill makes provision for Federal aid to the several States and Territories for vocational education and retraining, including part-time training and work experience programs, for the occupational adjustment and readjustment not only of the oncoming youth, but also of the servicemen soon to return from the wars, we hope, and of the war workers of this country.

In principle this bill is an extension of a program already well under way as a result of the Smith-Hughes Act of 1917 and of the George-Deen Act of 1936.

Over the years since the passage of these acts there has been a remarkably fine Nation-wide development of vocational, technical skill through vocational training. Decided progress has been made in agriculture, home economics, the mechanic arts, and business occupations. A great many citizens of every State in the Union have gained substantial benefits from this program. Our National, State, and local organizations for vocational training that have come into existence as a result of these laws have proved of inestimable value in the war effort in training workers for the war industries. It does not seem too much to say that the tremendously rapid but orderly change from peacetime to war industries that has occurred since 1941, that has made this Nation so formidable and successful in this war, that has made it possible for this Nation to supply not only our own war needs, but to a very large extent those of our allies as well,

to serve as the arsenal of the Allied countries is in large measure due to the effective systems of vocational training already in existence and their prompt readaptation to the training of literally hundreds of thousands of war industry workers. The investments made in vocational education back in 1917 and in 1936 have turned out to be investments of untold value in national security.

After this war this country will again face the need for prompt, economic readjustment, and far-reaching occupational change. The need for vocational education, the value of which has already been so effectively demonstrated, will be greater than ever. There will then be the need to prepare the workers of our Nation for full and productive employment and a prosperous economy.

Returning servicemen, millions of whom have had little or no opportunity for any previous vocational training or experience, except as incidental to the business of war, will need and should be provided with opportunities to learn and to train for useful and remunerative civilian activities.

War workers, many millions of them, uprooted from their former peacetime occupations for the years of this war will need and should have the aid that vocational education can provide for occupational readjustment. The on-coming youth, not yet of age for military service or war work, will also need modern, scientifically administered, vocational education coupled with work experience to become most productive in the economic life ahead of them.

The problem of occupational readjustment now ahead of us is much greater than anything ever experienced before in this country. The need for attaining peacetime economic stability and security is likewise greater than ever before. It is for this reason, among others, that the vocational education program should now be expanded and extended as outlined in this bill.

There is nothing that can possibly aid this country so much in the achievement of economic stability and security so rapidly and so soundly as a highly developed vocational training system. Income is the result of human effort. The more efficient the effort the greater the income. Unlike most appropriation measures considered by the Congress, the appropriation called for in this bill is national investment and not an expense.

We have read this bill carefully. Its provisions are obviously the result of careful, well-considered study and planning. The amounts asked for are considerable, but there is need for these amounts and excellent checks are provided to insure careful and efficient use of these amounts. The additional provision that 2 years after the war emergency has ceased the States must match the Federal funds by State or local funds by at least 25 percent will insure the active participating interest of State legislatures, local school boards, and taxpayers. There is the further check on the use of these funds in the requirement that each State educational authority, to qualify for Federal funds, must prepare plans and carry on education that comes up to specific standards set by the United States Office of Education. These or similar checks have made the use of Federal funds under the Smith-Hughes and George-Deen laws highly productive. These provisions will insure a high maximum and effective future use of Federal funds.

I would like to speak more specifically on the need and the value of the provisions made in this bill for vocational education for the dis-

tributive and office occupations. According to the Census of Distribution for 1939 there were then 1,770,000 retail establishments in this country providing employment, including owners and executives, for more than 5,000,000 people. The total retail sales in that year amounted to \$42,000,000,000. This, in turn, amounted to 59 percent of the total national income for that year.

When this war is over we shall not only need as many retail establishments and persons gainfully employed in these occupations as in 1939, but actually we shall need a great many more. Authorities who have studied the conditions necessary to national prosperity have estimated that to attain full employment after the war, the national income at 1939 prices must exceed \$135,000,000,000. This is almost double the national income in 1939. From this it will be clear, that the requirements on retailing and other branches of distributive trades will likewise be increased. Retail sales must go up to 70 or 75 billions of dollars and the numbers of persons gainfully employed in these trades will be at least 50 percent higher than in 1939.

Unless there is a sufficient number of properly trained retailers and retail employees to handle this increase in business there will be a bottleneck or even a break-down in distribution. Such a bottleneck will, in turn, retard the production and distribution of goods and services and the circulation of incomes so necessary to the good health of our economic system. Retailing alone will need at least 2,500,000 owners, executives, and employees more than we had in 1939 and more than 3,500,000 more than we have at the present time to handle this prospective increase in business in the postwar period.

It is now a well-recognized fact that our Nation has ample capacity for the production of raw materials and finished products to take care of the reasonable needs of this Nation both for home consumption and for export. The phenomenal production of war goods during the last 2½ years is ample proof of this fact. We are neither so clear nor so sure, however, that our system of the distribution of goods will be able and ready to handle the increased production that will be needed in the postwar economy. There is neither the trained and experienced administrative ability nor the rank and file manpower in the distributive trades at the present time to take over the task of the efficient distribution of goods from producers to consumers. At the present time retail efficiency and service, to consider this part of distribution, is at the lowest level that it has been in the last 100 years. When the war is over, the rebuilding of our distribution system cannot even begin at 1939 or 1941 levels; it must begin far below these levels. It must build up to the 1941 levels and then go on to meet the needs of the postwar period. It will take widespread, intensive education and training to effect this readjustment promptly.

The beginnings made in training for the distributive trades since 1936 under the encouragement of the George-Deen Act have pointed the way to speed up the readjustment of the distributive system to the gigantic needs of distribution that will come into existence so soon after the war is over. The present bill is, in my opinion, one of the first and most essential steps that this country can take to build up an efficient distributive system. The amount of the Federal appropriation set aside for the distributive occupations will be less than \$1 per person to be gainfully employed in these fields. This, in all reason,

seems a modest beginning to make in view of the necessities of the distributive trades.

This bill likewise makes a modest appropriation for vocational education in office occupational subjects. This provision wisely restricts the use of these funds to vocational training given in the last year of the senior high school to students in post-high school level of less than college grade and for part-time and evening schools for employed workers.

As in the distributive trades, there will certainly be extensive readjustments in the field of white-collar work following the end of the war. A great many of such workers are now engaged in this field for patriotic reasons and will undoubtedly withdraw when the war is over. New workers will come into these occupations. The rate of turn-over in office occupations has always been rather high. Such occupations serve many young workers for brief intervals of time on their way to other business occupations or to homemaking. Systematic vocational education for office occupations will fit new people more promptly for their jobs and help those already employed to raise their efficiency and earning power. Such training is likely to have the effect of reducing the rate of turn-over in employment.

The people of this country are rapidly developing a new conception of the possibilities and profitability of vocational training. They have seen how useful such intensive training programs have been when applied to the development of our military system. They have had an unforgettable object lesson on the value of specific intensive training when applied to the development of efficient workers in the war industries. They are coming to see more and more clearly that training that has been so absolutely essential for the winning of the war is equally necessary for the winning of the peace and the regaining of prosperity.

In the preparation for the responsibilities for efficient production and distribution and the hope of realizing considerably higher incomes there is going to be need for vocational training at several levels. There will be need for preinduction vocational education. When employment conditions again become normal future workers who have had such training will be able to short cut their learning and apprenticeship periods for the purpose of becoming highly productive.

Workers already on their jobs need training for greater efficiency. They will need frequent refresher courses, if not constant training, to maintain high levels of productivity. They will need special training for promotion to executive responsibilities. We must all somehow learn that training for all vocations as well as for the professions must go on as long as a man or woman works.

Vocational education does more than merely fit a worker for the performance of his job. It is also an effective means to increased interest in the work to be done and to a better understanding of the opportunities for advancement and to a more complete achievement of personal and social satisfaction.

Vocational education needs to be thorough and rigorous. It should not merely consist in providing increased knowledge related to the work to be done, nor even merely to the development of skill in craftsmanship. It should also encourage the development of thinking and imagination affecting the interests of our economic society. It should

help to develop greater mental stamina for a greater day-in and day-out productiveness and a higher sense of professional morale. Those are some of the objectives of vocational education if such education is properly administered. These are some of the highly valuable social and economic results that may be hoped for from the enactment of this highly commendable bill.

That is the end of my formal statement, Mr. Chairman. There were some things said by gentlemen who have preceded me which have aroused my interest and, if you will permit me, I will be glad to comment upon them.

Senator JOHNSTON. Proceed.

Dr. NYSTROM. To begin with, as a person who has for many years made a combination of educational activities and of business activities, going back for more than 50 years, Mr. Chairman—I have been engaged in teaching because I liked it and because I thought it was a social obligation in which I could make my contribution, and the \$5 a night, or whatever the fee may have been, was not the main consideration, and I doubt that it ever is among real teachers. However, I do join with the gentleman who made the comment that the raising of pay would undoubtedly attract better teaching talent. I have no doubt that is the case, but it is not necessary, in my opinion, to match the pay of business in order to obtain teaching talent from the business field, and some of the best teachers in the distributive trades at the present time are in fact men and women who are getting \$5,000, \$6,000, \$8,000 or \$10,000 a year and are contributing their best knowledge and know-how for \$5 a night. I know that from my own observation as well as from inquiries.

I have had occasion to keep in touch, as I have been a member of the Board for Vocational Education and was for many years interested in this before I became a member of that Board. So I am in favor of a better system of remuneration, but do not look to that alone to provide the proper teaching ability.

May I also say a word about the failures that have been mentioned in the vocational training system? Yes; there have been such failures. The number is surprisingly small. There were failures earlier under the Smith-Hughes Act in agricultural and trades industries and home economics. There was a period of experimentation in which it was inevitable some things should be tried that did not work well. Similarly, we have had the same thing happen in the distributive trades. There have been some bad instances, but the number has been small, and it is representative of something that is more or less inevitable in the experimental stage.

When the George-Deen bill was passed in 1936, it did not really begin to be effective until 1938, so that even up to the present time we have had only 7 years of experience under that bill, and of those years we have the complicated situation at the present time, with the war as the major factor, in which the difficulty of getting competent teachers is very great. It is no greater, however, than getting help for any other field of work.

I am sure our State and local boards of education and the State offices of education will be very keen and alert to set up standards that will insure the bringing in of the proper kind of people when they become available.

We are in a period now in which distributive education, along with the distributive trades themselves, is in a deep valley of depression. Nobody is complaining about it, but we do have to get out of it to do a real job when the time comes after the war.

There are many things said by the last speaker with which I am in agreement. The criticisms of vocational training, in my opinion, are very healthy things. It is a good thing for vocational education to have these criticisms. There are quite a number of people in this room who are actually teaching, and some of them are administrative officers in vocational training, and I am pretty sure some of them have taken to serious heart some of the things said here today in criticism of vocational education. It is through such criticism that this great system can become strong and healthy, and it is the job for our Nation to see that that is done.

On the matter of integration, I am inclined to join with the representatives of the private schools. I am inclined to think it would be useful if your committee would consider the possibility of matching the Smith-Hughes and the George-Deen and this new bill for the future, so there would not be so much—in order to see what it is all about.

Another point the gentleman brought forth was, he urged that money from Federal funds should be expended through the high schools and not through a separate set of institutions. That, I think, is very fine. But where the high schools do not exist and are not giving vocational training, and many are so small they cannot possibly give vocational training, then some kind of a consolidated school is necessary.

You have had consolidation of rural schools and it has made possible better rural education, and these area high schools are in a very true sense consolidated schools where it is possible and where there are enough resources to buy the right kind of equipment and to have the right kind of housing and teachers to do a good job, which could not be done in the small high schools.

So I am in agreement it ought to be done through high schools which are already doing the work, and that work should be expanded and some might become area high schools. But where there are no such high schools within any reasonable distance of young people, then in my opinion there should be such area schools or consolidated schools where the young people of every part of every State in the whole Union can get the advantage of vocational training.

I think those, perhaps, are the outstanding points. There was question about how the training for teachers should be provided. We have State institutions of teacher training in every State. In Missouri they are excellent. The simple step is to make sure through the State boards of education, with the insistence or inspiration of the Office of Education, that they should extend their activities to train people. I know there are a good many business people who are salaried people or owners of small but successful businesses, who would gladly take intensive short courses of from 4 to 6 weeks; they would go on vacation periods of 4 to 6 weeks in order to receive benefits from such courses. I envisage the possibility of such short, sharp training courses in which business executives and owners may continue to exercise something they liked and considered socially good.

Then there is the development of a professional teaching corps, and in the meantime we have to move as fast as we can to get teachers from a competent business people. The professional courses should have the same kind of training as is required for all other vocations, in fundamental subjects and fundamentally sound, but with additional education and training for teaching vocational subjects of the individual's particular choice.

I think it is quite a simple problem and that it will work itself out. Our main interest is to have it done now, or as promptly as possible, so it will function as soon as possible after the war is over, because undoubtedly we are facing a crisis which will need the help of vocational training more than ever before, and that is why we think we should use business people as much as possible.

I want to say there is nothing in this bill that can possibly be of any economic interest to me in any way at any time so long as I live. I am speaking in the common interest of the people of this country. I have been a teacher for a great many years. I am in a privately supported institution, Columbia University, but I believe this is in the interest of the people of the United States and I sincerely hope the bill will pass.

Are there any questions?

SENATOR DONNELL. Dr. Nystrom, I want to ask you, What is your definition of a distributive trade? I do not think it appears in the record and I want to be sure my own understanding is correct as to what you mean by that.

DR. NYSTROM. That is a good question and one that has been discussed a great deal among men and women engaged in the field. Perhaps it is not a good name for this branch of vocational training, but here is the answer:

Distributive trades include all occupations dealing with the distribution of goods from the stages of production on through to the final sale to the consumer, wholesaling, retailing, and a good many service establishments with their employees of a great many kinds.

SENATOR DONNELL. May I ask you also, Is there any difference, in your judgment, as to the effectiveness of training in such a line of work as, for instance, some manual trade, the making of wheels, and so on, and the effectiveness of training along distributive lines? That may not be an intelligible question, but you might get it.

DR. NYSTROM. It is intelligible.

SENATOR DONNELL. I might supplement it so you will know what is in my mind, and I hope you will not take the slightest offense, because it is from the standpoint of learning something about it and not in any way a criticism. The thought in my mind is, Is it possible to teach successfully young, middle-aged, or old men and women in retailing practices, the sale of goods, and also dealing with purchases and the arranging of goods on shelves and the draping of show windows—is it as practical to teach subjects like that in schools, in classes, as it is to teach a boy mechanical trades or a girl in home economics? I would like to have the benefit of your judgment on that question.

DR. NYSTROM. I shall be glad to give it to you to the best of my ability. May I say at the beginning that perhaps your question oversimplifies the introduction of a young man into the mechanical trades. It is not so simple as that. He has to have work experience along

with his training to become a competent machinist or to do any other kind of work. However, there is a great deal of point in your question in this respect: Having mechanical trade training is absolutely essential. You cannot put a man on a machine without the chance of his wrecking it, without showing him how it works; it is impossible to put him on a machine without that kind of training. Immediately, then, in the mechanical trades, training is an obvious necessity; it is clear-cut. But in the long run there is as much need for training for distributive trades and business occupations as there is for the man who is to operate a machine. The difference is in the immediacy in the need for that training.

I hope that, in a sense, answers your question.

Senator DONNELL. I am going back to the years ago when I worked in my father's grocery store—

Dr. NYSTROM. I suspected very much that you had, Senator, from the adequate description you gave of the many activities in the store. I, too, have been at work in grocery and general merchandise stores since I was 15 years of age.

Senator DONNELL. I go back to the time when the custom was for the customers to cut off a little cheese and put it on crackers and pay nothing for it. I don't know whether that was in your experience or not. We sold Arbuckles' coffee and essence, and that goes back farther than some people in this room can go.

Now, in the first place, I understand subdivision (g) here authorizes appropriation of \$7,000,000 for the purposes of distributive occupational training. There may be some other provision in the bill, but that is what you have in mind mainly along that line. May I digress to ask you this: I understood you to state at the outset of your testimony there is need for the amount mentioned in the bill. Did you mean particularly to confine yourself to the matter of distributive subjects or were you referring to all of the different categories in the bill, Doctor?

Dr. NYSTROM. In reply to the last question, I have been interested in the general problems of vocational training over a period of many years. That has been a part of my function as a member of the Federal Board. The statement I made applies to all of the provisions contained in this bill. Then I spoke specifically of distributive trade because I know most about that because of personal experience.

Senator DONNELL. Now, the statement was made in substance by a gentleman who preceded you, to the effect there is no testimony before the committee showing the needs of these respective amounts. He made the statement, as I recall, that maybe more or less is needed, but there is no evidence of need before us. I would like you to tell us the basis on which you think \$24,000,000 is a proper sum under subdivision (a) for the planning, development, and operating of area schools and the various purposes mentioned therein; will you tell us how, in your opinion, that figure was arrived at and what, in your opinion, is the reason that is a proper amount?

Dr. NYSTROM. I could give you some generalities on that subject, Senator, but I think it would be better to ask the people who are engaged in the administration of State vocational training, who could give you that from their own observation. I know they have worked out the areas where area schools are needed and they have a pretty

clear idea of working directly with maps showing where high schools and other institutions are and where there is a need for this sort of institution. However, my reply must be in generalities. I know it because it has been told to me, but not because of studies I myself have made.

Senator DONNELL. You have not made any study to ascertain whether or not \$24,000,000 or \$28,000,000 or \$20,000,000 is needed?

Dr. NYSTROM. That is right; except that as the millions go up I become more and more suspicious.

Senator DONNELL. I do, too. That is said facetiously, however, because I realize the proponents will see that it is a proper amount. I do not mean any disrespect to the proponents by that facetious remark, but we are confronted with the serious responsibility of recommending whether this bill should be approved and what amounts shall be granted.

I understand you have not personally studied subdivision (a) and the needs so as to be able to come here and testify of your own personal knowledge whether \$24,000,000, \$28,000,000, or \$20,000,000 is needed; am I correct in my understanding?

Dr. NYSTROM. That is correct. The only appropriation I have given attention to is that for the distributive trades.

Senator DONNELL. That is subdivision (g), the \$7,000,000?

Dr. NYSTROM. That is right.

Senator DONNELL. That clarifies the question as to the effort made.

Now, going to subdivision (g), page 9, and following, would you tell us briefly, Doctor, whether or not there are today, generally speaking, over the country educational facilities in process and in progress along the line of teaching these distributive subjects, or is that type of education pretty much in its infancy?

Dr. NYSTROM. It is much in its infancy. We have had an auspicious beginning under the George-Deen Act. There have been courses in the distributive trades, practically all in retailing, in every State. In some States the work has gone further than in others. In Missouri, as I understand, you have had a very competent job done by Mrs. Blood. I happen to know her and think very highly of her ability, and I am sure there would not be any criticism by a retailer, such as was voiced here this morning, about her approach to training people. There are others—Illinois and Wisconsin, for example—where excellent work is being done. Mr. Fairbrother, who was in the audience here until a while ago, was in charge of that in Wisconsin, and Wisconsin has made a notable record in this field.

However, these are but beginnings and only a few people have been reached.

Another gentleman this morning called attention to the fact many small retailers had not been in these courses. That is true. The fault is partly that of the State boards of education and those engaged in teaching these courses, who have plunged rather rapidly into this field without first explaining what they were about to do to the retail trades of the State, and perhaps more particularly the fault is with the retail trade associations of the various States and of the Nation as a whole, many of whose executives have not had time, with all the regulations we have had since the war began from the OPA and WPB, to give attention to anything else, so that they have not fully

informed themselves of the possibilities of vocational training. We have many retailers in our association. With all my interest in this, I have not had the time to reach out and tell our retailers about the advantages of vocational training both for themselves and for their employees. So it is still in its infancy, and with good reason, but after the war is over the thing will come along very rapidly. Retailers will then begin to see the need for trained help to do the job, and they had better do it, because if they do not there will be trouble in keeping up the national income and employment.

As I have said before, I think the retailers are the bottleneck to our entire economic system, and we had better urge retailers to get busy on this either with or without the help of Federal funds, but preferably with Federal funds because that will be more rapid, but we have to urge them to think about this thing promptly.

Senator DONNELL. I want to ask just one or two other questions as briefly as I can, Doctor.

Suppose this \$7,000,000 is granted. In Missouri, what would be done with its share, which would be the proportion of the \$7,000,000 that the population of Missouri bears to the population of the United States, which would be about one-fortieth, or about \$200,000 a year; now, what, concretely, would you do with that \$200,000 in my State?

Dr. NYSTROM. Step No. 1 would be to prepare people for teaching.

Senator DONNELL. How would you do that?

Dr. NYSTROM. By having the educational institutions, the teachers' colleges of the State, institute courses, short intensive courses to begin with, and longer courses to follow with degrees, and that sort of thing.

Senator DONNELL. From what people would you draw the students for those courses?

Dr. NYSTROM. I would suggest an effort be made to draw men and women already engaged in retailing for these particular courses, people who like teaching and want to do something along this line and feel there is a need for it and who would come to a short intensive course but who could not come to a long vocational course covering many months.

Senator DONNELL. They would not give up their positions?

Dr. NYSTROM. No.

Senator DONNELL. Then, after taking the course they would be qualified to teach?

Dr. NYSTROM. That is right.

Senator DONNELL. Now, in order to go around teaching, would it not take time away from their work? They could not do it all at night in their own communities and still keep up the efficiency of their work in the daytime.

Dr. NYSTROM. Most of it is done at night.

Senator DONNELL. I was wondering whether they would not be burning the candle at both ends so that they would lose out in effectiveness in one work or the other.

Dr. NYSTROM. I would say that is an important point. Over the years you will inevitably develop a corps of professional teachers who will do this work as the older men and women who have been doing it as a side line to their business careers will drop out. It is inevitable there will always be some business people who will like to do that. Furthermore, the thing is patriotic. There also is a high value to

their own business in learning how to train people and to use that ability in training others; it has excellent possibilities for proper training of the retailers. When you hire a retailer from a given community to handle a course, there are other retailers who are competitors of the first retailer who feel they do not want their employees to find out how smart this other retailer is because they may lose their employees.

Senator DONNELL. Suppose an employee of a leading department store in St. Louis goes to the teachers college over at Kirksville and takes a 6 weeks' course and then goes back to the store. In order for that individual to put into effect any of his training in the store, he has to secure the cooperation of the department manager, and maybe the head of the store. What assurance do you have that these people are going to be able to put anything into effect when they come back unless you first educate the head of the store himself? Is there not a point there?

Dr. NYSTROM. There is, and it is very interesting. But I can see there is a timeliness about all things, and this is a time when people are thinking of the postwar period when there will be more of a leaning toward getting any help possible in handling and developing personnel. So I do not think there will be much difficulty, but there will be instances in which that situation will be a difficult one to meet.

Senator DONNELL. I can almost feel the nervousness on the part of our chairman, but I do want to ask one further question. The amount mentioned in subdivision (g) is \$7,000,000?

Dr. NYSTROM. Yes, sir.

Senator DONNELL. Would you be kind enough to tell me how that figure is arrived at, and if you do not know how the persons who drew the bill arrived at it, tell us how you arrive at the opinion it is a proper figure?

Dr. NYSTROM. I do not know who presented the suggestion on which the bill was drawn and I do not know how the exact figure of \$7,000,000 was developed, but I feel that that amount or more could be very usefully employed in the distributive trades. In the first place, you will recall that in the retail trades about one-third of them are new every year, and one-third of 1,770,000 retailers, roughly 600,000 retailers a year. If you were to get some fraction of them to attend these courses, you would use a large percentage of the money right away. That would include people who are now salespeople and in other occupations and going into retailing. In addition, there is the routine work of selling, which you know so well about, Senator, which can be very much stimulated and made much more effective by giving short, sharp courses to these people who are already employed.

Senator DONNELL. In my State, \$200,000 would mean pretty close to \$4,000 a week. So this bill would authorize the immediate expenditure of about \$4,000 a week in our State. I am wondering if we need any such amount in our State, or do we need some graduated figure so that as it develops and gets out of its infancy and into the further stages, we could use more. Do we need \$4,000 a week at the start in Missouri to give courses of this kind?

Dr. NYSTROM. Senator, you may not. The authorization is there, but that does not mean you will have to use it. The plans have to be developed by the State educational authorities and approved by the United States Office of Education, and they draw up their standards

by conference with all of the State administrative officers. So it is a very democratic procedure. It is not as if they act as a czar or a dictator, but these standards are set up jointly and democratically by educational authorities from all States. Then each State must qualify, and as it qualifies it can use the money. There will be many States which will not use it the first year, but the authorization is there. Some of them will no doubt be able to use the full amount, and I would not be surprised if your State should use the full amount almost from the beginning because of the advancement you have already made.

Senator DONNELL. Thank you.

Senator JOHNSTON. From your study of this bill would it enable local high schools to receive funds for vocational training?

Dr. NYSTROM. Yes; for the purpose of aiding people going into vocational trades they would get aid.

Senator JOHNSTON. So it would not be necessary to establish district schools?

Dr. NYSTROM. No. They are to be provided only, as I understand it, in the kind of area of territory where educational institutions are not already in existence.

Senator JOHNSTON. Could it be handled through the high schools?

Dr. NYSTROM. I am sure it could and I would be strongly in favor of it. I am not in favor of different educational institutions doing the same thing.

Senator JOHNSTON. So you think that could be clarified?

Dr. NYSTROM. Yes; and I think it will be. Whether there is a change in the wording of the bill or not, I am sure that is the way it will work out.

In conclusion, I think there is ample room for the private institutions to do a good job. They have done a good job in the past and I am glad to see they have representation here.

Senator JOHNSTON. Thank you.

Mr. L. E. Wass.

STATEMENT OF L. E. WASS, DIRECTOR OF INDUSTRIAL AND ADULT EDUCATION FOR THE INDEPENDENT SCHOOL DISTRICT OF DAVENPORT, IOWA

Mr. WASS. Mr. Chairman, I am L. E. Wass, director of industrial and adult education at Davenport, Iowa, and I represent the independent school district of that city.

I am one of those individuals who is charged with the responsibility of making the program function for labor, for management, and the trustee alike.

The School Board of Davenport, Iowa, whom I represent, is vitally interested in Senate bill 619. We are interested for those in the past and for those today and in the future, who enter the labor market with no merchantable skills. We believe that there are five steps to a complete occupational adjustment: 1, occupational orientation; 2, training to enter the labor market advantageously; 3, placement; 4, follow up; 5, retraining.

In a rapidly changing labor force it may be necessary for an individual to be retrained. We expect that steps 4 and 5, namely, "Follow

up and Retraining," may be a repeating cycle which the worker of today will experience many times during a span of working years.

It makes no difference whether a worker is one day less than 21 years of age, or one day more than 21, the problem to society is just the same if he is misplaced.

Davenport has the 6-3-3 plan—six grades elementary, three grades junior high school, and three grades of senior high school, tenth, eleventh, and twelfth. Approximately 27 percent of our high-school graduates enter college. This 27 percent must not be misleading, for this is only a percentage of those who have successfully attended 4 years of high school. Before graduation there is a high mortality of drop-outs: 19.5 percent in the tenth grade, leaving a net 80.5; 15 percent in the eleventh grade, leaving a net of 65.5; 6.8 percent in the twelfth grade before graduation, leaving a net of 58.7 of the original 100 entering school.

If we now apply the 27 percent to those graduating, you will note that only 15.8 of the original 100 will pursue their education further. The total drop-outs plus those who graduate but do not attend college indicates that 84.2 of the original 100 will be on the labor market with no merchantable skill, unless vocational training is made available to them.

We are faced with a warning from our State department of vocational education that it may be necessary to prorate the reimbursement in some departments at the close of the fiscal year. If this does happen, it will be embarrassing, as it is necessary that we show anticipated reimbursement as anticipated income for the coming year and the tax levy is reduced accordingly. Setting of budgets may curtail a needed program, such as a pending request from the painters and decorators committee for 10 apprentices per year, which came too late to permit inclusion in the budget. In a new program such as ours, instances such as the foregoing cannot be anticipated and are embarrassing.

In face of the heavy drains that war has made in the trainee ranks of the trade and industrial program, the following is to be noted in Iowa:

TABLE 12.—*Trade and industry*

	1930	1944
Enrolled-----	4, 581	6, 548

A further specific break-down shows the following trends:

TABLE 13

	1930	1944
Evening-----	2, 391	3, 536
Trade extensions-----	385	135
Co-op and general continuation-----	1, 130	1, 479
All day-----	675	1, 398

The classification of the labor force of the United States and Iowa shows some surprising facts concerning the erroneous conception that Iowa is an agricultural State. It is, but we are, according to the 1940 census:

Trades and industrial-----	40.1
Business-----	16.8
Agriculture-----	35.8
Professions-----	7.3

See appended Classification of Labor Force.

Over one-half of Iowa's industrial income is dependent on agriculture, such as agricultural equipment and supplies. Of 100 skilled crafts, according to the Iowa department of labor, 98 are found employed in Iowa.

Davenport's proximity to the Rock Island Arsenal and the farm-machinery manufacturing presents demands for highly skilled workmen in such fields as tool and die making, tool and die design, and the production of exploded drawings for field manuals, and so forth. We expect a constant demand for the retraining of adults in many specialized fields for the training of youth about to enter the same type of employment.

We have heard the criticism of S. 619—that it will mean domination of the schools. We wish to refute this by saying that we have never experienced domination by either the Federal Government or the State department of vocational education. Government or State auditing to ascertain if the money was spent for the purpose for which reimbursement is claimed is not dominance. S. 619 being a working companion of the Smith-Hughes and George-Deen Acts, we can clearly state that from past experience we expect only help from the new bill if it receives the favorable consideration of Congress.

It is recommended, to make the act possible for those States requiring a new acceptance act, that a new section be written in standard form providing for acceptance within 2 years with interim approval by the Governor. This would permit instant operation and provide training now.

The initial 2-year period will permit a school system to establish a going program in keeping with community and area needs. Budgeting will then take care of such a program automatically.

We favor S. 619 and ask your favorable consideration.

(The matter referred to is as follows:)

TABLE 14.—*Classification of labor force, 1940 census*

	Iowa						United States— distribution of all workers ¹
	Ratio of training to workers	Distribution of all workers		Break-down of trades and in- dustries by groups			
		Per- cent	Total	Per- cent	Total	Per- cent	Total
Grand total.....		100	862,781			100	52,000,000
I. Workers in trade and industrial field.....	1 to 52.85	40.1	346,088	100	28,000,000	54.2	28,000,000
A. Management—supervisors and foremen.....				6.4	1,800,000	3.5	
B. Technical.....				1.0	280,000	.5	
C. Skilled.....				19.0	5,360,000	10.3	
D. Semiskilled and operators.....				52.7	14,860,000	28.6	
E. Unskilled.....				20.9	5,900,000	11.3	
II. Business.....		16.8	144,913			22.5	11,700,000
III. Agriculture.....		35.8	308,735			16.9	8,800,000
IV. Professions.....		7.3	63,045			6.3	3,300,000

¹ Amounts for United States are in round numbers.

Mr. WASS. I thank you.

Senator JOHNSTON. Thank you, Mr. Wass.

We will recess now and resume at 2:30.

(Whereupon, at 1:05 p. m., the committee recessed until 2:30 p. m.)

AFTERNOON SESSION

(The committee reconvened at 2:30 p. m., pursuant to recess.)

Senator JOHNSTON. The committee will come to order. Mr. J. O. Keller.

STATEMENT OF J. O. KELLER, NATIONAL UNIVERSITY EXTENSION ASSOCIATION

Mr. KELLER. Mr. Chairman, I am J. O. Keller, assistant to the president in charge of extension at Pennsylvania State College. However, I am here representing the National University Extension Association by reason of being chairman of their committee on Federal aid.

The National University Extension Association is an association of some 62 members, having membership in all but five States of the Union. We, of course, are interested in vocational education and feel it is a very fine thing. We have, however, one objection to the way this bill reads. It has to do with section 8, the definition of less than college grade.

So, our whole objection is concentrated on that one part of the bill, and I might state, with the permission of the committee, we will submit about five original letters coming from various parts of the country, Alabama, and so on, and one carbon which contains a definition.

I should like to present as an amendment, if the committee will so consider, and the gentlemen who made up the bill may also wish to consider, the group that wrote the bill. We have had a great many discussions and meetings with those people in the past but we have never been able to get a definition which suited both of us. We feel we should bring this before the committee inasmuch as we feel that harmful competition and wasteful duplication might result if we do not take means to amend that in a way so there might be a clear understanding of what is meant by "less than college grade."

Senator JOHNSTON. Have you any suggestions as to what amendment should be written?

Mr. KELLER. That is contained in this carbon which I will now read:

Instruction of less than college grade shall mean instruction in courses to develop occupational skills and judgments and to acquire knowledge for occupational preparation or occupational advancement of such a nature as is usually found in courses taught by secondary and vocational schools, and not by colleges and universities, and is designed for the preparation of those occupational pursuits for which training beyond a high-school education is not commonly required.

Our interpretation of "less than college grade," I think, goes back to the old original idea in the Smith-Hughes Act, that the word "grade" was meant to be a level and not a quality of instruction. I do not think it is generally understood that university extension people offer a great many courses by class where no college credit is given. In my institution, 80 percent of our extension classes, while being on the college level, do not carry what is called college credits. We think the quality is just as fine. But sometimes people are not the slightest

bit interested in college credit as such; they are interested in gaining occupational information, and so forth.

We were asked to carry on the ESM, ESMDT, the WT, and such laws enacted by Congress. They were all college level courses if we use this definition. If we use the other, they were not, because they did not carry college credit. But in plastics, electronics, and advanced work, we feel the colleges are the agencies best fitted to carry on that work and we would not want a competitive sort of thing to creep into this. We like the vocational program but we feel we might do better if we could make it clear there would not be that competition.

In every State but five we have representatives and there could be competition unless that was very carefully defined and clarified. In your own State, Mr. Ward is head of that. The five States where we do not have representation are Maine, Vermont, Delaware, Wyoming, and Nevada. But in every other State in the Union we have at least one representative and in many we have two and in some of them we have three representatives. They are usually land-grant colleges or State universities, although that is not wholly the case.

The University of Chicago is a member and it is neither a State university nor a land-grant college. Harvard and Columbia Universities also belong, and Washington University in St. Louis belongs.

So we have some private institutions that are not in that category.

While I am officially representing NUEA, I would like to say I represent, not every member of our association, but I do represent, I believe, the large majority opinion, and in substantiation of my position I have here letters from Alabama, Rhode Island State College, New Hampshire University—I have them from the Middle West, the South, the Middle Atlantic, and New England. I had hoped to hear from the Mountain States and the far West, but our national meeting is not until next week, and no doubt we will be able to get statements there which we could put into the hearing.

Senator JOHNSTON. You expect to get some there?

Mr. KELLER. Yes. We will have the national meeting in Chicago next week.

Senator JOHNSTON. We will be glad to insert it in this hearing if you can get it.

Mr. KELLER. Thank you very much, sir.

(The letters referred to follow:)

RESOLUTION OF NATIONAL UNIVERSITY EXTENSION ASSOCIATION

Whereas the National University Extension Association in its thirtieth annual meeting at Chicago this 12th day of May 1945 has had brought before it Senate bill 619 for consideration; and

Whereas this association represents 63 colleges and universities, including nearly all the States universities and land-grant colleges that have been carrying on extension education for 40 years through class instruction in college level programs; and

Whereas this association is cognizant of the good work that has been done by the vocational schools under the Smith-Hughes and George-Deen Acts and favors its continuation on the high-school level for adult groups; and

Whereas for decades much of the college and university extension work has also served adult groups by class instruction at the college level not necessarily for credit toward degrees; and

Whereas the colleges and universities plan to continue such college level programs; and

Whereas during the past 5 years as many as 216 colleges and universities have participated in the war-training activities of the United States Office of Educa-

tion in offering "short courses of college grade * * * designed to meet the shortage of engineers, chemists, physicists, and production supervisors in fields essential to the war" and successively known as engineering defense training, engineering science and management defense training, and engineering science and management war training; and

Whereas these colleges have given training to over one and three-quarter million industrial war workers over the 5-year program and, whereas, over half of these persons have received their training away from the main college campuses, in other words, by extension; and

Whereas one of these institutions of higher learning has given training to 140,000 of these workers in over 190 communities in its State thus pointing out the potential strength of the other 200 or more institutions in this type of service; and

Whereas the bill S. 619 now before the United States Senate contains a definition of the term "of less than college grade" in its section 8, which definition is so worded that it would permit vocational schools to offer work at the college level provided such work did not lead to a college degree; and

Whereas such definition if allowed to remain in the bill and become law would lead not only to desirable expansion of occupational and vocational services, but also to future harmful duplication of educational effort and wasteful competition between the public schools and the colleges; and

Whereas college-level work offered without college credit is often evaluated later for college credit an immediate example of which can be observed in the plans of the United States Armed Forces Institute: Therefore be it

Resolved by the membership of the National University Extension Association in convention assembled, That the association object to this section 8 of the bill as now written and suggest a substitute definition as follows:

"Instruction of less than college grade shall mean instruction in courses to develop occupational skills and judgments and to acquire knowledge of occupational preparation or occupational advancement of such a nature as is found in courses taught by high schools and vocational schools, and not by colleges and universities, and is designed for the preparation of those occupational pursuits for which schooling beyond a high-school education is not generally required."

Be it further resolved, That a copy of this resolution be submitted to the Honorable Olin D. Johnston, chairman of the subcommittee on bill S. 619 of the United States Senate Committee on Education and Labor.

(Letter addressed to Senator Theodore Francis Green, Senate Office Building, Washington, D. C., signed "Carl L. Woodward," under date of April 26, 1945, submitted by Mr. Keller, was previously submitted by Mr. Mark Smith, and appears at pp. 194-196 of the transcript of proceedings had on May 1, 1945.)

UNIVERSITY OF ALABAMA,
University, Ala., April 23, 1945.

MR. J. O. KELLER,

*Assistant to the President in Charge of Extension,
Pennsylvania State College, State College, Pa.*

DEAR MR. KELLER: I am in receipt of your letter of April 19, concerning the hearings of the Senate subcommittee on the vocational education bill, S. 619, scheduled for April 30, May 1, and 2. I am enclosing copy of a communication addressed to each of the NUEA representatives in this region. I hope this will bring to you some ideas for suitable strategy and action at this time.

I am following through with my own suggestions. In my judgment, it is highly desirable to have eliminated from the bill the proposed definition of the work of college grade. Such a definition would not only be disturbing with reference to university extension in securing Federal aid, but it would set up in the minds of those engaged in education a definition which would finally circumscribe the field of action of the general or university extension service. I am also in sympathy with the suggestion that the word "technical" be eliminated from the bill.

I do not know whether Dr. Kelly and Commissioner Studebaker could be prevailed upon to call in a group of college presidents who could have associated with them a committee representing general or university extension and the vocational-educational groups. The time is probably too short for this, but there is certainly a sufficient divergence in the point of view of the needs for adult

education through general or university extension and that provided by vocational groups to justify a thoroughgoing exploration of the needs and possibilities of this question.

In our own situation here, the vocational people, under the general theory of related courses, claim even now under the present law that they are able to offer any course, mathematics, science, library science, art—just anything which in their judgment is in any way related to the enrichment of the life of the individual and his vocational competency. I am sure that those who conceived the idea of vocational education some 25 or 30 years ago would be more than surprised at these conceptions of its possible applications and implications for training at the present time. Simply because there would be provided everincreasing opportunity for the enrichment of the life of individual groups somewhat in relation to their vocations and the possibilities for better home and family life, and better community relations, do not under present laws, as I understand them, justify the administrators of vocational education to enter these fields and become the promoters of general or university extension service covering practically all phases of adult education.

As already stated, I do not know what the appropriate strategy would be. You will have to determine that and advise what, if anything, those of us who will not be able to attend the hearings can do. I shall hope to see you in Chicago, at which time I know you will be able to give us some clearer idea of what S. 619 means and whether it is "curtains" for any bill which general or university extension would desire to present to the Congress.

Sincerely yours,

R. E. TIDWELL,
Dean, Extension Division.

UNIVERSITY OF ILLINOIS,
Urbana, April 25, 1945.

Mr. J. O. KELLER,
Director of Extension, Pennsylvania State College,
State College, Pa.

DEAR ORVIS: I am very sorry that I cannot get to Washington for the hearings on S. 619. Under any other circumstances I would drop everything and get down there; but my sailor son's ship will be in drydock at Galveston, Tex., for 3 or 4 days, and Fran and I are going down to see him before he shoves off for the Pacific.

The land-grant people met in Washington last week, and I understand they accepted my proposal for the amendment of S. 619 with respect to the definition of "work of less than college grade." President Tigert, of Florida, who has been chairman of their special committee on this bill, has designated the ag man at North Carolina and Mr. Lloyd to attend the hearings and to present land-grant's point of view. You might find it worth while to join forces with Lloyd, but your own judgment is best about this.

I was very glad to get the copy of your labor bill, as we have a bill in the Illinois Legislature creating a program of labor relations at the university.

I shall look forward to seeing you and Ed in Chicago on the 10th of May.

Cordially yours,

(Signed) BOB,
Robert B. Browne,
Director.

UNIVERSITY OF NEW HAMPSHIRE,
Durham, N. H., April 25, 1945.

Director J. O. KELLER,
Pennsylvania State College,
State College, Pa.

DEAR ORVIS: With regard to the vocational education bill, S. 619, I hardly feel qualified to testify at the hearing. I think it is a large order, 97½ million dollars, and I have some mental reservation as to the relative wisdom of the appropriation as compared, say, with the university-extension proposal or with cooperative extension work. From observation of vocational work in agriculture, I think the cost per student must run pretty high already. I am much concerned, too, that the definition in the new bill of "less than college grade" would seem to place the system in competition with our university-extension programs. It seems to me that in all fairness these points should be raised with the committee.

On the other hand, I am much more interested that the Federal Government should spend money for education rather than for the proportions it has usually

followed. While 97½ million dollars is a lot of money, I am afraid the huge sums spent for militarism will not end with the war. I think that aggressive attack should be against destructive expenditures rather than constructive ones. Therefore, I would suggest amending S. 619 to avoid duplications.

I see that Senator Bridges of New Hampshire is not on the Education and Labor Committee this session.

I am planning to have Dr. Hanson represent us at the NUEA meeting in Chicago. I went last year and think it well to take turns with him.

I have been wondering much as to the status of the university-extension bill. Are you getting direct support from the Land-grant College Association on this, such as, I understood, was agreed upon last fall at Chicago?

Yours sincerely,

H. B. STEVENS, *Director.*

RHODE ISLAND STATE COLLEGE,
Kingstone, R. I., April 27, 1945.

Mr. J. O. KELLER,
Assistant to the President in Charge of Extension,
Pennsylvania State College, State College, Pa.

DEAR MR. KELLER: This letter is to express my views concerning passage of Senate bill No. 619.

In section 8, page 18, the bill attempts to define instruction of less than college grade. This definition as it now appears is one which would permit State boards of education, operating through or under state Departments of Education, to give courses and course programs of any type, provided they are of a noncredit nature. This would set up programs of education in direct competition with college programs.

If State boards of education, operating through or under State departments of education of the various States, offer course programs which do compete with collegiate programs, there will be a serious impairment and duplication of the effective work already being done by many divisions of college extension in State universities and land-grant colleges. This can lead only to undesirable competition in the field of education. There is grave danger that it might result in a combination of both private and State institutions of higher learning with a view to alining themselves forcefully against extension activities by departments of education. Such a step will not be contributory to the welfare of educational service as a whole.

There is already considerable overlapping of services being rendered by departments of education in some States and extension divisions and evening schools of colleges and universities. This results in expenditure of effort which is only wasted. If the public is to be properly served, there should be a careful definition of what is vocational and high school level education and what is college level education, so that each of these groups can proceed to render the right type of service within its particular area.

Very truly yours,

ASA S. KNOWLES,
Dean and Director,
Division of General College Extension.

THE PENNSYLVANIA STATE COLLEGE,
State College, Pa., April 30, 1945.

Mr. J. O. KELLER,
Assistant to the President in Charge of Extension,
The Pennsylvania State College, State College, Pa.

DEAR MR. KELLER: I have received bill S. 619 which has been introduced in the United States Senate by Mr. George and other Members of the Senate for the purpose of granting funds to the States to continue and expand vocational education throughout the States. In general this bill conforms to the general policy laid down for vocational education, except that addition all types of work have been added over and above that which is being done at the present time. I should like to make reference to several of these sections.

Subsection (a) under section 1, which sets up \$24,000,000 for the purpose of organizing area schools in each State, should be carefully studied as to the purpose of such schools and what the intent is behind this request. It appears that

this section might be interpreted to mean the establishment of such schools to take in post-high school training for the purpose of maintaining courses of less than college grade, which has yet to be interpreted properly in light of vocational training. Since post-high school work is the intent of such area schools, would it not be advisable to have the United States Office of Education set up a policy insofar as post-high school work is concerned, because as our educational system is now established our colleges are definitely predicated upon the program of establishing work for the high school graduate. Therefore, is it feasible to establish new funds for this phase of education known as vocational without an over-all study by Congress on the direction they plan to go in granting subsidy to the States for education beyond the high school level.

Subsection (e) establishes \$4,000,000 for the purpose of setting up vocational counselors throughout the States which should be studied in terms of the purposes of such a program. Again this should be considered along with the over-all policy of the United States Government in terms of granting subsidy to the States for education, since counseling should be for all people and not only for those in vocational work.

Subsection (i) under section 1, establishes \$500,000 for industrial arts education, which seems to me to be outside the field of vocational education, and therefore I question whether it should be a part of this bill.

Section 8 attempts to define the term "less than college grade," which is not satisfactory to me because of the interpretation that might be placed on this section by those in vocational education work. I would like to refer to Bulletin No. 17, Trade and Industrial Education, series No. 1, second revised edition, June 1932, page 30, where the interpretation of less than college grade is explained in part as follows:

"Cases will be rare where difficulty will arise regarding the 'grade' of the class. Perhaps the greatest care must be exercised where the unit trade or industrial work is set up in institutions which also give collegiate instruction, and where colleges conduct evening industrial classes."

It should be noted that bill S. 619 is attempting to establish a definition of "grade" in that a student will be permitted to go beyond a regular high school program through the area schools as set up for the number of years they care to add, and cover identical work which is now being given by collegiate institutions without being required to meet so-called college requirements, and at the same time have higher education in a particular field which is paid for by Federal grants. It may not be the intent to duplicate college work, but under the definition as now established where occupational skill and judgment are quoted the opportunity exists for the vocational institutions to expand into the field of high learning without meeting all the other requirements.

Later in the Vocational Education Bulletin No. 1, revised February 1937, the Vocational Division of the United States Office of Education changed their interpretation, as indicated on page 53 of this bulletin, under question No. 16. Since these attempts to interpret the term "less than college grade" have been by regulation and not by law, it is imperative that section 8 of this bill be revised to meet the actual conditions as confronts the colleges and vocational schools looking into the field of higher learning, even though they would not require college matriculation or grant degrees.

I should like to refer again to the use of the term "grade" in clarifying section 8. As an example, "grade" would probably be interpreted to mean quality, and therefore I object on the grounds that I believe they are referring to levels of instruction. If a student has completed the twelfth grade and is permitted to carry work, as example, for 2 years, under this law the present interpretation of "college grade" the student would be pursuing similar work now being given by collegiate institutions. Therefore I trust you will bring out the fact that this section is not satisfactory as it is now set up, and a clearer cut definition of "less than college grade" should be included in the bill, or restrictions placed on those in charge of vocational education work to the point that they may not enter the field of higher education by using Federal funds. Vocational education is a broad term. As example, the doctor, lawyer, dentist, etc., are all vocations and therefore must be considered in light of what the intent of this bill is in relation to the explanation of vocational education, and the intent of Congress to permit Federal money to be used in this manner.

I trust this will give you enough information as to our views on bill S. 619. I do not wish to leave the impression that we object to vocational education as it is now being given, but I do wish to stress that careful study should be given to expanding beyond the purpose as set up by Congress originally and, further,

what the intent of Congress is in the future in permitting Federal funds to be used in this manner.

Very truly yours,

E. L. KELLER,

Executive Assistant in Central Extension.

Mr. KELLER. We are interested, of course, particularly because in the Seventy-sixth Congress and again in the Seventy-eighth Congress we introduced legislation which we thought might be supplementary to this in that field. We have tried to get together, and we hope to get together in the future. I think we differ largely on this definition alone.

Senator JOHNSTON. Have you studied the amounts fixed in this bill?

Mr. KELLER. No; we do not not know the need and could not speak to that; we have not gone into that at all. We will not object to the amounts; it may be it should be more or it may be it should be less, but on that we will take the word of the proponents of the bill who have gotten that up.

One thing expressed in these letters to some extent is: It might be well if we could get a bill that would take into consideration all phases of education, like the group which has advocated general education, the so-called NEA bill, the educational people, the junior-college people, and the National University Extension Association people. Usually when we work out a bill we think only of our own interests and we think some good would come from gathering it all together and see each part is taken care of so there will not be overlapping and duplication of effort in all of the levels of education concerned.

Senator JOHNSTON. Have you studied this bill enough to express an opinion as to whether it would be best to state the amount in each field or state that they shall not spend more than a certain percentage and that maybe the percentage level would probably be higher than this amount would call for because some States might need more in one field than in another; have you given any thought along that line?

Mr. KELLER. We have not given any thought to the amount for each State, but we think it would be better to state the amount for each particular field; otherwise there would be unfairness in that the more powerful groups would obtain more money than was fair or needed. All of us feel that would be too much for any particular field, but we have not studied as to what those amounts should be.

I think that is about everything I have to say.

Senator JOHNSTON. With the amendments you have suggested, you would be in favor of legislation such as this?

Mr. KELLER. Yes, sir.

Senator JOHNSTON. We thank you for coming before us, sir.

Mrs. Lewis.

STATEMENT OF MRS. DORA S. LEWIS, CHAIRMAN, HOME ECONOMICS DEPARTMENT, NEW YORK UNIVERSITY

Mr. LEWIS. I am chairman of the home economics department at New York University now, but before that time I worked very actively in developing programs in home economics at both State and city level. I am appearing here representing the American Home Economics Association, and am serving as president of that association at the present time.

The American Home Economics Association is a professional organization of more than 15,000 home economists. Our members are engaged in homemaking; nursery-school and parent-education programs; business enterprises; management of food service in cafeterias, restaurants, and hospitals; research; social welfare and public health agencies; teaching in colleges and universities and in elementary and secondary schools; extension service; farm security; and other work in Federal and State service.

This widely diverse group has as a common objective—the development and promotion of standards of home and family life that will further individual and social welfare.

We are committed in our program of work—

to interpret the functions of family life in a democratic society and to help families to perform these functions with increasing success and satisfaction. This means we work at helping families to develop more wholesome relationships; to understand family resources and develop skill in using them to improve practices in saving, spending, home consumption, home production; to safeguard the health of family members; to select and use housefurnishings and equipment in the interest of family life; and to learn how to take part more effectively in cooperative efforts to further the well-being of all families.

We deal with the essentials of living—food, clothing, housing—the things for which of necessity up to 95 percent of the families in the country spend a large proportion of what they earn. We know that families need help on how to select and use all of these in ways that contribute the maximum to their health and happiness. Evidence of that need came out strongly in the health status of the men drafted for military service and in the problems met in getting those eligible ready for action.

Predictions about the goods and services that will be marketed in postwar period indicate the continuing need for help in the selection and use of the materials of living.

We see the public-school program as one of the important means to influence the quality of living in large numbers of homes. The association has therefore continuously supported the vocational education program. At our annual meeting last June we went on record as favoring—

Federal aid to education to equalize educational opportunities in all parts of the Nation and to make home economics education more widely available.

Reports from the United States Office of Education in 1938-39 indicate that 72 percent of the high schools offered more economics courses and 49 percent of the girls in these schools were enrolled. This represents a great increase since 1917, when the first vocational education law was passed, when only 26 percent of the high schools provided home economics instruction and only 17 percent of the girls in those schools were in home economics classes.

Vocational education in home economics has been a definite factor in broadening the homemaking program in the schools and in making it available to increasing numbers of people. During the 20-year period from 1922 to 1942 the federally reimbursed vocational homemaking program day-school enrollment increased from approximately 90,000 to 388,000. These increases represent progress; but in the light of the importance of home life in the life of the Nation today, there is a growing belief that public education should serve all homes. In Seat-

tle, Wash., where I had a part in developing plans for home economics education the plans included provision for—

(a) Preschool education, with facilities for helping families understand and meet the developmental needs of young children.

(b) A program in the elementary schools which is directed toward teaching elementary children to become more cooperative and responsible members of their families.

(c) A secondary program to meet the varying needs of secondary school pupils, such as (1) general education for home living for all boys and girls, (2) education for competence in homemaking for girls, and (3) education for special-interests groups which might lead to wage earning.

(d) Education for older youth anticipating marriage or just establishing homes.

(e) Adult education to keep adults abreast of the times in matters affecting homes.

Federal funds were used to initiate the program for out-of-school youth and for parents' classes. These had not been included in the school budget. Vocational home economics was introduced also at the secondary level. The development of such community programs requires coordination of effort, which can best be brought about if there is trained leadership. The provisions for home economics in Senate bill 619 will help States to provide some of the additional facilities and equipment for expanded programs, to train additional teachers, to retrain those who have been out of the teaching profession during the war, and to recruit for training and placement homemakers who were formerly teachers. Experienced homemakers who are given refresher courses to bring them up to date in subject matter and method are assets in making homemaking programs practical and specific.

In addition to providing ways of working on these persistent problems in program development, Senate bill 619 should give communities opportunities to organize more effectively for helping families with many of the adjustments they face because of the war. Women widowed by the war will have to assume new responsibilities as parents, homemakers, and breadwinners. Disabled men in a high percent of homes will bring a change in the responsibilities that men and women will assume for parenthood and for support of the family. Young people whose homemaking has been postponed will need guidance for many of the decisions they will be making.

In addition, there will be the problems involved in the transition from wartime to peacetime employment for men, women, and youth; the return of families from industrial centers to their home communities or to new locations; the return of family members from the armed forces and their adjustment to civilian life; the threat of inflation; the inadequacies in housing and in the supply of many kinds of civilian goods; the certain increase in marriages and births and the certain break-down in the war marriages that were hurriedly entered into. Education can and must play an important part in helping families to meet these problems in the years ahead in ways that are satisfying to them and constructive in terms of the ideals of a democracy.

You might well ask: Why does it require Federal subsidy to provide this kind of education? My answer would have to be that the issues are critical and that experience shows the process of dropping traditional

patterns of education for new ways are too slow for safety. It will take strategy equal to that needed to win the war to create the conditions in which families will have a chance to function effectively. Opportunities to earn are of first importance, but opportunities to learn to manage resources—home economics has demonstrated effectiveness in helping with the innumerable problems that have arisen in homes during the war—to achieve the best in family living, must be given equal emphasis. Well-managed homes for all workers in the country will be a major factor in economic stability.

Much of the national legislation either under way or projected is evidence of the Nation's will to assure adequate levels of living for all of its people, but legislation cannot effect the desired levels if the people themselves do not understand the measures and cooperate in making them function. Education must be provided to assure effective management of resources. No phase of education can evade helping individuals see and take responsibility for intelligently using the resources at their command.

Time does not permit discussion of the opportunities ahead for enriching home life—science and invention are promising greater satisfaction in living of people who are educated to use them. Nor can I mention the many cooperative programs that have developed in vocational education; between home economics and agriculture in rural communities; among home economics, business, trades, and industrial education and guidance in urban communities. Neither is there time to discuss in detail the clear-cut objectives and the practical methods of teaching that are developing. I would like, however, to pledge the cooperation of the professional association which I have the privilege of representing in the implementation of the provisions of Senate bill 619 and to say again that we urge you to give the bill favorable consideration.

Senator JOHNSTON. Thank you, Mrs. Lewis.

Have we another witness?

STATEMENT OF TYRE TAYLOR, WASHINGTON REPRESENTATIVE, NATIONAL RETAIL GROCERS ASSOCIATION

Mr. TAYLOR. My name is Tyre Taylor, 712 Jackson Place, here in Washington. I appear for the National Association of Retail Grocers, which is the association that now and for the past 50 years has represented the independent retail grocers of the country. There are affiliated with the national association some 500 State and local associations.

We are very much in favor of the enactment of Senate bill 619, Mr. Chairman.

We believe that for both the experienced food retailer and the newcomer in the field the best insurance against individual failure and collective chaos in the postwar era is practical training and education.

As in most lines of human endeavor, the only constant in the field of food distribution is change. The time was—and not so long ago—when there was no such thing as food stores as we know them today. For leaf lard and salt pork one went to a butcher shop where sawdust covered the floor and leather cuffs were the butcher's trade-mark. Fresh fruits and vegetables were so limited in supply that an orange in the toe of a child's stocking at Christmas was a truly exciting gift.

The cracker barrel and the pickle barrel stood handy to the corncob philosophers who gathered around the stove on a cold day, and barter and trade was the rule.

That was the father of today's store and the grandfather of that of tomorrow.

Just before the war, this association conducted a survey to ascertain the specifications of an ideal grocery store as visualized by the average American housewife. This is what we found—

1. It must be scrupulously clean and attractive.
2. It must be conveniently located and arranged.
3. It must carry adequate stock in various price and quality range.
4. It must be staffed by people who know their business.
5. It must price its stock fairly for the facilities and services offered.
6. It must not resort to pressure or tricks to make sales.

We further found that the most successful stores in the United States were those which came closest to conforming to these specifications.

All signs point to even higher standards in the postwar era; and to meet the problems of the retail food store, it is our belief that owners and employees alike will need—more than ever before—instruction and training in every phase of the food business. This includes financing, merchandising, receiving and stocking merchandise, sales and salesmanship, display, advertising, buying, pricing, record keeping, accounting, and inventory control.

I wonder if you realize the tremendous loss through shrinkage and spoilage which takes place in the retail grocer's store? Mr. William Garfitt, executive vice president of the United Fresh Fruit and Vegetable Association, is authority for the statement that the public is paying approximately \$140,000,000 yearly for food it never consumes. He further estimates that a well-prepared educational program on a Nation-wide basis could cut this loss in half, thus saving the American public as much as \$70,000,000 annually.

Tomorrow's successful retailer must also know something about nutrition, new foods, new processes, and new transportation facilities. He must know how to improve his store and its efficiency, what new equipment he should install, how to increase his store's appeal to customers, how to make the best possible use of the space at his disposal, and how to extend his service.

We have attempted to supply the need for such education through various association sponsored and financed programs. For example, for several years prior to the war the association sponsored a comprehensive correspondence course. More recently, we began publication of a series of booklets which offer advice and assistance, especially to newcomers in the field. The demand for this material is enormous, and it may interest you to learn that a substantial number of these requests came from servicemen, many of whom are still overseas.

However, both the opportunity and the need are tremendous because upon such education depends in no small measure the healthy continuation of this vast business. We therefore hope the bill may be favorably reported out and passed. In appearing here, we of course speak only for the independent retail grocers. At the same time, we see in such a program of education benefits for consumers—for whom the grocer is a necessary buying agent—and for farmers, in whose case the retail grocer is the terminal point of distribution.

I would like to read an introductory paragraph from the Produce Guide recently published by the National Association of the Retail Grocer:

Operation of the fresh fruit and vegetable department is one of the most fascinating and highly technical activities known in modern retail food merchandising. In dealing with "live foods," foods which are either in process of ripening or going the other way, retail merchants cannot be too well posted on buying, handling, displaying, and merchandising methods. Knowledge of the romance or history, as well as the latest nutritional virtues science has discovered, too, are important, as are the latest experiences gained in types of equipment which may be most effectively adopted.

That is all I have, Mr. Chairman.

Senator JOHNSTON. Thank you, sir.

Are there any other witnesses present who would like to testify at this time?

(No response.)

We will recess, subject to call. Tomorrow we go into the other education bill, S. 717, and will probably be the rest of the week on it. We have been asked that the two bills be not under hearing at the same time, so we will certainly not have further hearings on this bill this week.

(Whereupon, at 3:05 p. m., the committee adjourned, subject to the call of the Chair.)

(The following was presented for the record:)

UNIVERSITY OF MINNESOTA,
DEPARTMENT OF AGRICULTURE,
DIVISION OF HOME ECONOMICS,
University Farm, St. Paul, April 30, 1945.

To the Members of the Senate Committee on Education and Labor:

I understand that hearings on S. 619 will be held this week and I wish to urge that you support it. Unless the public schools are helped to expand their facilities very markedly, they cannot meet the demand for training and retraining of returning veterans and displaced war workers, or even provide the needed vocational training for youth in school and adults in their communities who will need assistance in adjusting to postwar changes. When the public becomes aware through increasing unemployment and other chaotic conditions of the failure of the schools to meet the demands, pressure will be brought for the Government to do something about it. Inevitably we shall see a repetition of what occurred in the depression years of the 1930's, when vast sums were spent on emergency agencies—sometimes very wastefully because of haste and lack of efficient personnel. The NYA, for example, often duplicated services already available in the schools and was rapidly building up a federally controlled system of education competing with the State-controlled system.

I am a very firm believer in State and local control of education, but I also see clearly that if equal educational opportunities are to be provided for youth in the various States, Federal funds must be used in support of the educational program. I am equally certain that one of the surest ways to get Federal control is to fail to appropriate Federal money to help State and local school systems to meet the unprecedented demands which they must face in the next few years.

There are today two serious gaps in our educational system: (1) No adequate provision is made for offering post-high-school training to prepare people for the many occupations which demand technical training on a subcollegiate level, and (2) no vocational training at all is available to large numbers in the rural sections of the United States. The area vocational schools to which is allocated the largest share of the appropriations specified in S. 619 are planned primarily to meet the need for the subcollegiate training and to make it available to students everywhere.

In 1937 I served as a consultant to President Roosevelt's Advisory Committee on Education and learned at first hand and on a national scale of the need for more functional education for our people, and the inefficiency of many aspects of the WPA and NYA programs. Since 1942 I have been a member of a national

committee which has been attempting to formulate plans for the development of area vocational schools and I completely approve of the provisions in S. 619 which relate to such schools. Congress needs to pass such legislation as is proposed in this bill in the very near future in order that the States may get plans in operation to offer the training and occupational adjustment services which will be needed by large numbers of persons in the near future.

The 1945 legislature passed an act to establish area vocational-technical schools in Minnesota. The fact that this measure was passed with almost no dissenting votes by a legislature in which there was more than the usual amount of controversy over most of the bills, shows how great is the need for the education these schools could provide and how well it is recognized in this State.

I very much hope that you will support S. 619.

Yours respectfully,

CLARA M. BROWN,
Professor of Home Economics Education.

STATEMENT OF LEWIS G. HINES, LEGISLATIVE REPRESENTATIVE OF THE AMERICAN
FEDERATION OF LABOR ON S. 619, MAY 4, 1945

The American Federation of Labor was one of the first proponents of vocational education. Realizing that apprenticeship training needed to be supplemented by additional and related education and that something different from apprentice training was needed to train workers for jobs under modern production methods, in 1908 the American Federation of Labor created a committee on vocational education. That committee reported in 1909.

Our 1909 report asked that the high school curriculum be adapted to the needs of those who wished to become skilled craftsmen as well as those who wished to enter the professions. We asked for educational provisions for the boys and girls who go into industry in order that training of minds may go with training of hands.

We asked for Federal legislation to finance industrial education under our public-school system, for we wanted a single administrative head, and our petitions resulted in the Smith-Hughes Act. From the first we have maintained that workers and employers should keep in close touch with vocational-education projects in order that the trade and education might supplement each other.

The American Federation of Labor, as one of the main supporters of vocational education and as the spokesman for the skilled trades, feels it has a responsibility to point out mistakes as well as progress in vocational education.

We feel it would be a mistake to appropriate \$97,500,000 more for vocational education at this time. Federal aid has enabled vocational education to make greater progress than general education in some localities as well as in the National Office of Education. Vocational education is not a substitute for general education which prepares for life and citizenship.

The Office of Education is about 50 years out of date. It is now asking for an increased budget to enable it to reorganize to give balanced services to all schools and all types of education. A modest increase over a few years is needed.

Federal aid for general education is greatly needed to raise standards of general education and bring up backward areas. Federal aid should be on a basis of need—more for the low-income States. For this we ask action first on S. 717—about \$550,000,000 to schools, teachers' salaries, and services for children.

Before more funds are made available for vocational education (present appropriation about \$22,000,000), this training should be coordinated with the high-school curriculum so that a broader, and not a narrower training will be available.

In some localities trade high schools replace general high schools—a loss for the community and the Nation. General education gives the basic preparation which every boy and girl should have for citizenship, while vocational training prepares for a special calling. In the same order educational opportunities should be available to all—without discrimination because of race, creed, or family income.

In that curriculum should be the general training needed by all boys and girls as citizens irrespective of the vocations for which they may be preparing.

STATEMENT OF THE NATIONAL FARMERS UNION

The National Farmers Union, an organization representing approximately 425,000 farm persons, recognizes the outstanding service that the program in vocational education was rendering in the prewar period and the excellent contribution which this program has rendered in the war effort. In the national defense programs, under special appropriations, vocational education has trained and supervised the training of millions of war workers. In agriculture, increased production and food conservation, so essential to the successful waging of a war, was made possible by providing to rural persons courses in production of food commodities, farm machinery repair, food conservation, and farm labor training. These outstanding national contributions to our war effort must be credited to the service rendered by vocational education.

We recognize as a farmer's organization that the present program in vocational education is able to serve but a small percentage of the farm people throughout the entire country. If a program is developed to adequately serve farm people, there must be an expansion of this practical educational program to the point where the present program and essential additional programs and educational services are made available to all farm youth and adult farmers throughout our rural areas.

It is estimated that more than 1,000,000 men in the armed forces will desire to establish or reestablish themselves in farming when they leave the armed forces. Many of these former servicemen who will return to the farm will want additional training in agriculture, of less than college grade. Departments of vocational agriculture are well equipped to serve these veterans with such an educational program in technical agriculture and farm mechanics where there are existing vocational agriculture programs in the community. This program must be expanded to reach every rural community so that all veterans and war workers who return to the farm will have an opportunity for such practical courses in their respective communities.

The Farmers Union wholeheartedly endorses this program in vocational education to better meet present and future known needs. Furthermore, we feel that adequate funds should be made available to develop an expanded program to take care of this type of training, as provided for in S. 619.

EXECUTIVE OFFICE OF THE PRESIDENT,

BUREAU OF THE BUDGET,
Washington, D. C., May 30, 1945.

HON. JAMES E. MURRAY,

*Chairman, Committee on Education and Labor,
United States Senate, Washington, D. C.*

MY DEAR SENATOR MURRAY: This is in further reply to your letter of April 11, 1945, requesting the views of this Office relative to S. 619, a bill "to provide vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security."

There is enclosed a memorandum prepared in the Bureau of the Budget which indicates that over a considerable number of years individuals and groups with a general interest in educational policy have been opposed to the kind of legislation represented by S. 619. The memorandum includes verbatim excerpts from the statements of these individuals and groups.

It is thought that these excerpts may be of sufficient value to the committee to warrant their consideration and inclusion in the record of hearings on S. 619.

Very truly yours,

HAROLD D. SMITH, *Director.*

MAY 28, 1945.

MEMORANDUM ON S. 619

A review of major policy statements by leaders in the field of education indicates that there have been many expressions of misgivings as to the wisdom of

legislation providing special Federal grants for vocational education, particularly when such grants are subject to many qualifying restrictions directly affecting the administration of the local schools. This memorandum presents excerpts from a number of statements by groups and persons with an interest in educational policy as a whole.

The joint reports of the American Council on Education and the Educational Policies Commission, published in March 1945, sets forth the following principles as a basis for the distribution of Federal funds to education:

"(1) General grants are preferable to special grants. A grant of so many dollars per pupil in attendance, available for the financing of all phases of education, or a grant to aid States in establishing an acceptable minimum of financial support in all districts, is a general grant. A specific grant is one specified for use in developing a particular school subject or type of service at some particular educational level or for a limited age group of children or youths. General grants permit the development of balanced educational programs with the needs of children and of society as a whole in mind. Special grants tend to direct attention unduly to particular phases of education.

"(2) The proportion of a Federal grant for education going to each State should be determined on the basis of objective factors. Objective factors would be, for example, the number of children attending school or the number of youth of a certain age in the school district or the fiscal capacity of the district. An objective basis of allocation is one that two competent persons can use independently and get the same result as to the amount due each State."

In February 1945 the American Association of School Administrators released the thirty-third yearbook, entitled "Paths to Better Schools." In the chapter on Federal-State-local relations, page 191, the following reference is made to S. 1946, the measure in the Seventy-eighth Congress which was replaced by S. 619 in the Seventy-ninth Congress:

"In 1944 a bill (S. 1946) was before the Senate 'to provide vocational training and retraining programs for the occupational adjustment and readjustment of veterans returning from military service, workers demobilized from war-production plants, and for other youth, and for adults.' A careful reading of the proposal indicates that a State in order to receive benefits must submit detailed plans as to:

"1. The kinds of education for which it is proposed that the appropriation be used

"2. The kinds of school and equipment.

"3. Courses of study.

"4. Methods of instruction.

"5. Qualifications of personnel.

"6. Plans for the training of personnel.

"7. Plans for the supervision of training.

"This type of bill illustrates unquestionably the type of Federal control feared by the citizens of our country. This would place full responsibility for approving an educational program in the hands of the central authority or the Federal Government. Almost any group can have a bill introduced in the Congress calling for Federal outlays for education for almost any purpose. The bill then is considered in almost complete isolation, unrelated to other aspects of education in the total program, and unrelated to other demands for public funds in a total plan of public expenditures. If such a process continues—and there is likelihood that it will unless a concerted effort is made to correct it—haphazard accretions of Federal subsidies in various fields will be added from time to time, evils associated with these grants will accumulate, until in the end we shall have a collection of unrelated Federal subsidies accompanied by a mass of administrative regulation.

"Until we know how any one bill in education is related to the whole context of a reasonably planned national education program, we shall be more or less in a rudimentary stage of educational legislation. We cannot proceed forever along the lines formed by the result of uncoordinated pressure forces. The least we can ask for is a more unified and balanced attack upon the complex problem of Federal legislation in education."

A similar statement was made by Dr. George F. Zook, president of the American Council on Education, in the Inglis lecture, 1945, at Harvard University:

"From the standpoint of general principles, therefore, it ought to follow that any bill in aid of education in the States should contain no provisions for Federal control of expenditure of those funds except the usual ones for auditing and reporting and those which grow out of the application of the provisions of the Constitution. * * * I call your attention to the fact, however, that already

on the Federal statute books one finds the following specifications relative to the administration of vocational education in the Smith-Hughes Act of 1917, 'that such schools or classes giving instruction to persons who have not entered upon employment shall require that at least half of the time of such instruction be given to practical work on a useful or productive basis, such instruction to extend over not less than 9 months per year and not less than 30 hours per week; that at least one-third of the sum appropriated to any State for the salaries of teachers of trade, home economics, and industrial subjects shall, if expended, be applied to part-time schools or classes for workers over 14 years of age who have entered upon employment, and such subjects in a part-time school or class may mean any subject given to enlarge the civic or vocational intelligence of such workers over 14 and less than 18 years of age; that such part-time schools or classes shall provide for not less than 144 hours of classroom instruction per year; that evening industrial schools shall fix the age of 16 years as a minimum entrance requirement and shall confine instruction to that which is supplemental to the daily employment; that the teachers of any trade or industrial subject in any State shall have at least the minimum qualifications for teachers of such subject determined upon for such State by the State board, with the approval of the Federal Board for Vocational Education * * *. (39 Stat. 934)'

"I am sure that you will agree that these prescriptions go a long way toward controlling the internal administration of the vocational education program. They should, as recommended by the President's Advisory Committee on Education in 1938, have been repealed."

In the volume on vocational education prepared by John Dale Russell for the President's Advisory Committee, pages 64-65, the following elements of control in the Smith-Hughes vocational bill are set forth as being undesirable:

"1. Prescription of minimum qualifications for instructors whose salaries are paid, in whole or in part, from the Federal grants;

"2. Prescription of the actual courses of study to be followed in the program of vocational education;

"3. Designation of texts to be used or any other control of the content of courses;

"4. Supervision or inspection of the instruction as actually given in the schools;

"5. Limits on the size of classes;

"6. Requirements of particular instructional methods;

"7. Specifications regarding required equipment;

"8. Determination of minimum goals of attainment for pupils; and

"9. Any kind of specific control over the training of teachers.

"In each of these features it is admitted that the Federal Government might be able to determine and enforce standards that would improve the programs maintained by some localities. It is believed, however, that such details should be left to the appropriate State and local officials and should not be assumed by the Federal agency."

The Advisory Committee on Education appointed by President Roosevelt, in its report, 1938, pages 41-42, set forth the following principles that should control all Federal legislation providing grants to States for educational purposes:

"1. The major portion of all Federal aid for education should be granted as a general fund for the current support of elementary and secondary education. In order that States and local school jurisdictions may have the necessary flexibility in the development of programs suited to local conditions, the specification of particular phases of elementary and secondary education to be supported from such a fund should be avoided.

"2. The major portion of Federal aid for education should at all times be granted on a basis that tends to lessen inequalities of opportunity among States and within States.

"3. Federal grants for special educational purposes may properly be used to bring about attention to educational matters of special national concern and thus to improve the educational programs conducted under State and local auspices, but such grants should be considered with very great care to see that improvement does in fact result. The States are the units for the organization of educational programs; the methods of making grants should therefore avoid so far as possible the overdevelopment of any one phase of a State program at the expense of other phases."

In October 1931, the National Advisory Committee on Education appointed by President Hoover, reported as follows, pages 12 and 19-20:

"The extent to which Federal legislation has tended to remove final control of education from the States to the Federal Government may be indicated by citing

the last important act establishing a new and extensive program of Federal participation, the Smith-Hughes Act of 1917.

"This act requires the final approval of the Federal Board for Vocational Education for every State plan adopted. The plan must be initiated by a State, but it can be rejected by the Federal agencies. The act requires that moneys offered by the Federal Government shall be matched by the State or local governments or both. But Federal moneys are not advanced. The State and the community anticipate the grant, spend their own money, and are reimbursed for the moneys advanced provided the Federal authority believes standards are met. Minimum standards determining hours and minutes of instruction are set up in the Federal acts and must be accepted by both State and Federal agencies.

"Recognizing fully that constructive advances in the theory and practice of vocational education have been made because of the activities initiated by this act, it is, nevertheless, a fair question whether these benefits compensate for the inevitable weakening of local responsibility and autonomy that follows continuous applications of the prescriptions of the act.

"The apparent danger that lurks in all our more recent attempts to inject the Federal Government into education in the local communities is that it has not always nor even generally manifested that tender regard for local modes of management which has characterized State and county cooperations with local schools. Federal agencies frequently tend to set up modes of management highly centralist in spirit and effect, wherever they have tried to work in cooperation with State-wide agencies and local boards. Their right to approve and to reject plans submitted by the States, involving details of both administration and instruction, is not in harmony with the indigenous American spirit of local and decentralized management which has always yielded certain and good results: given adequate time. It is the spirit of local self-government native to the American people which dominates most of our educational affairs in the 48 States. The centralist attitude, already apparent where the Federal Government touches education in the States, is felt to be contradictory to our normal ways of conducting educational affairs, and hence arouses popular distrust."

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, D. C., June 15, 1945.

HON. JAMES E. MURRAY,
*Chairman, Committee on Education and Labor,
United States Senate, Washington, D. C.*

DEAR SENATOR MURRAY: You have referred for my examination and comment S. 619, a bill to provide vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security.

The bill is similar to S. 1946 and H. R. 5079 (78th Cong., 2d sess.).

The bill would authorize the appropriation of \$97,500,000 for the fiscal year beginning July 1, 1945, and annually thereafter, to be allotted for expenditure by States and Territories submitting plans for vocational education approved by the Office of Education of the Federal Security Agency. Of the sum appropriated \$24,000,000 would be allotted to the States and Territories for area schools for vocational education; \$23,000,000 for a program of vocational education in agriculture; \$16,000,000 for a home economics vocational educational program; \$16,000,000 for a trade and industrial education program; \$7,000,000 for a program of distributive occupations education; \$5,000,000 for a program of office occupational education; \$4,000,000 for an occupational information and guidance program; \$2,000,000 for a vocational-training program in public-service occupations; and \$500,000 for a program of industrial-arts education. The allotments would be made to the States and Territories on a population ratio basis with a minimum allotment for each State or Territory for each type of program of not less than \$50,000 for area vocational schools; \$80,000 for agricultural, home economics, trade, and industrial education; \$20,000 for occupational information and guidance, distributive occupations, vocational-business and public-service education; and \$5,000 for industrial arts education. The States and Territories would not be required during the years ending June 30, 1946, and June 30, 1947, to match the Federal appropriation with State or local funds, but thereafter each State and Territory would be required to match such funds with State or local funds, or both, in an amount equal to 25 percent of its minimum allotment.

To secure the benefits of the appropriation for any of the purposes specified in the bill, the State board for vocational education in each State or Territory would be required to submit plans to the United States Office of Education showing the kinds of vocational education for which the funds allotted to such State or Territory would be used, the kinds of schools and equipment, courses of study, methods of instruction, qualifications of teachers, teachers-trainers, supervisors and directors, and plans for supervision of training, administration of the vocational education program, educational research in the field of vocational education, and for representative advisory committees. The United States Office of Education would be required to approve plans found to be "in conformity with the provisions and purposes of this act." The several State boards of vocational education would be required to make an annual report to the United States Office of Education on or before September 1 of each year on the work in the State and the receipts and expenditures of the money under the provisions of the bill, and to appoint a full-time State director of vocational education qualified by education, training, and adequate supervisory experience in one of the major fields of vocational education.

Upon certification by the United States Commissioner of Education, the Secretary of the Treasury would be required to pay, in equal semiannual payments, on the first day of July and January of each year, to the custodian for vocational education of each State and Territory designated in the Smith-Hughes Act (act of February 23, 1917, 39 Stat. 929, 20 U. S. C. A., secs. 11-15, 16-28), the allotments to which each State or Territory is entitled under the provisions of the bill.

The appropriation would be in addition to, and except as otherwise provided by the bill, would be subject to the conditions and limitations applicable to, appropriations made by the Smith-Hughes Act. Specific provision would be made by the bill, however, with respect to directed or supervised practice, length of term, hours per week, and content of work of preemployment schools and classes, period of operation of part-time schools, age limits for workers in part-time day-school and evening-school classes and distributive occupational subjects. No part of the appropriation could be expended in industrial-plant training programs unless such training is bona fide vocational training, and not a device to utilize the services of vocational trainees for private profit.

The State board of vocational education in each State and Territory would also be required to include in its State plan "provision for utilization of representative advisory committees, and where the interests of management and labor are involved they shall have equal representation."

I question the desirability of diverting nearly \$100,000,000 at this time to one type of education, such as vocational education and training. With respect to training for vocational competence, it has been demonstrated that for many types of jobs apprenticeship and other forms of training within industry give better results and can be carried on at less expense than vocational education in the schools. Furthermore, such action might well prevent consideration of more basic problems in the broad field of education which are of vital importance to our national economy. I would urge that careful consideration be given at this time to over-all planning in the field of Federal aid for education rather than piecemeal legislation. This Department would of course be glad to be of assistance in the exploration of these problems and in the development of an adequate Federal program which would cover all aspects of educational activities.

While I am in general sympathy with an expansion of Federal aid to education, including vocational education, I do not favor enactment of S. 619.

The Bureau of the Budget advises that it has no objection to the submission of this report.

Very truly yours,

FRANCES PERKINS, *Secretary.*

DEPARTMENT OF AGRICULTURE,
Washington, D. C., June 1, 1945.

HON. JAMES E. MURRAY,

*Chairman, Committee on Education and Labor,
United States Senate.*

DEAR SENATOR MURRAY: This is in reply to your request of April 11, 1945, for a report on S. 619, a bill to provide Federal aid for vocational education. The bill authorizes the appropriation of \$97,500,000 annually for vocational education and retraining, including part-time training and work experience programs for the

occupational adjustment and readjustment of youth and adults including persons demobilized from essential war work or from the armed forces.

I have a direct interest in those sections of the bill which affect the welfare of rural people in the United States. Under various laws enacted by the Congress, the Department has been designated as the Federal agency responsible for acquiring and disseminating information on agricultural subjects through research, extension education, and other appropriate means. In reporting with respect to the proposed legislation, may I state that, as provided in the Smith-Hughes law, I am a member of the Federal Board for Vocational Education and have given considerable thought to the problem of secondary education in agriculture and home economics as related to farm people, as well as the nonagricultural types of vocational training for the sons and daughters of farmers who expect to enter trades and industries.

Education is basic to the widespread application of modern technology to American farms. Education is also the foundation of democratic society. One of the important problems of the average farm and rural family in the United States is to obtain a satisfactory education for its youth.

By far the greatest volume of education is carried on in our elementary and secondary schools, but the Department recognizes that in many rural districts educational standards are far from satisfactory. These educational standards should be raised and opportunity provided for the children of rural families to obtain an elementary education in which good teaching of the basic and cultural subjects is balanced with equally good teaching of vocational subjects. For this reason, I believe that a major expansion of Federal aids for vocational training should be considered only in relation to the general problem of Federal aids for education. It is our view that it would be unwise to authorize so large an appropriation for one segment of this problem as to impair adequate provision for meeting the more general problem.

Education is, of course, a function which continues during the whole of life, although a good elementary and secondary education is fundamental. The fact that education must be a continuing process, as applied to rural life, was recognized by the Congress when it provided for additional education among farm people in the Smith-Lever Act of 1914 and in subsequent legislation. In this legislation Congress designated the Department of Agriculture to carry on, in cooperation with the land-grant colleges of the 48 States, Alaska, Hawaii, and Puerto Rico, an extensive education program. The purpose of this program, as stated in the Smith-Lever Act, is "to aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of the same." In the current fiscal year, the total extension budget is \$42,585,107, of which \$18,839,424 is contributed by the States or from sources within the States, and \$23,745,683 by appropriations made to the Department of Agriculture. At present there are approximately 9,180 cooperative extension workers engaged in extension work. Approximately 6¼ million farmers are reached by the country extension workers with the assistance of county and community committeemen and local neighborhood leaders who serve without compensation. There are approximately 1,700,000 boys and girls between the ages of 10 and 20 who are members of 4-H Clubs.

We are concerned that there be no wasteful duplication or conflict between the work to be carried on under this bill and the educational work in agriculture and home economics that is carried on by the Cooperative Extension Service. In 1928 a memorandum of understanding was developed and approved by the Secretary of Agriculture and the Chairman of the Federal Board for Vocational Education, the basis of which is that "the vocational education acts make provision for courses of systematic instruction in agriculture, carried on in schools or classes for those who have entered upon or who are preparing to enter upon the work of the farm or the farm home, whereas extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident in said colleges in the several communities and imparting to such persons useful and practical information on said subjects through field demonstrations, publications, and otherwise, and to encourage the application of the same." A copy of the memorandum referred to is attached. I wish to recommend that this basic agreement be preserved in any legislation dealing with vocational education in agriculture and home economics.

The legislation should recognize the college of agriculture as the institution designated by basic legislation within the State and Federal Government as the center of education and research in all aspects of agriculture and home economics. What is taught with reference to agriculture and home economics within a State

should be coordinated. This can be done by the president of the land-grant college or the dean of the college of agriculture participating in the development of work plans in agriculture and home economics within a State. This will aid in insuring proper coordination and preventing wasteful duplication.

On page 5, lines 5, 6, and 7, reference is made to the Future Farmers of America and New Farmers of America. Educational activities with rural youth are to be commended. As has been pointed out, the Agricultural Extension Service is responsible for the activities of the 4-H Clubs as a part of the extension program. I am informed by several State extension directors that in their States difficulties arise out of the fact that farm boys and girls who are enrolled as vocational students in high schools receiving Smith-Hughes and George-Deen grants are prohibited from being members of 4-H Clubs. In many cases these young people were members of the local 4-H Club until they enrolled in the high school, after which they were asked to drop their membership. This, we understand, is a policy which varies from State to State; however, we believe that such restriction is unwise and that the child and the parents of the child should have freedom of opportunity to participate in the youth organization of their choice.

I recognize the great value of the teaching of home economics in the rural and city high schools of the Nation. Scientific research in the various fields pertaining to the farm home and the farm family has developed and is developing a body of knowledge which is as important in its application to the home as is scientific agricultural knowledge to the efficiency and successful operation of the farm. Much of the research which is the source of this information comes from the Bureau of Human Nutrition and Home Economics of the Department of Agriculture and the research programs in the State experiment stations which deal with food, nutrition, clothing, home management, child education and care, and other subjects in the field of home economics. Vocational home economics teachers have rendered important educational services through their classes and otherwise to county and community nutrition committees and to the application of home economics knowledge to the problems of the homemakers. Since there is such a close relationship between the research and other developments in the field of home economics in the land-grant colleges and the educational program of home economics within a State, I recommend that this relationship be recognized in the legislation. There should be some basis on which the college of home economics can participate in the plans of work within a State to the end that there will be proper coordination in the development of policy and planning as this work relates to the homes of the State.

I note the bill provides for the creation of area schools of less than college grade. The need for some such school for certain rural youth who do not expect to go to college but who desire a richer educational experience than afforded by the high school is worthy of consideration. In several of the States, for example, Minnesota, there have been regional agricultural high schools in existence for some time. The State agricultural colleges have given a good deal of thought to the problem of agriculture in junior colleges in which the teaching in agriculture would be properly coordinated with the college of agriculture. It appears desirable that in cases where area schools are to be primarily agricultural in character, they should be administered by the land-grant college. In cases where agriculture and home economics are a part of the program of the school, the dean of the college of agriculture should participate in the development of plans of teaching in the area schools which affect agriculture and home economics.

It is noted in paragraph D, lines 6 to 9, page 7, that the allotment for vocational education work in trades and industries is based upon city population. Because of divergent birth rates and economic trends, about one-third of the rural youth migrate to cities. It is very important that these youth have reasonable opportunities for vocational training in secondary schools, and I should like to see the distribution of funds such as would insure the same. I recommend that these funds be distributed on the basis of total population rather than urban population.

In summary, I recognize that a large number of the Nation's rural children do not have satisfactory grade school and high school opportunities. I heartily approve the strengthening of the whole structure of elementary and secondary education. Vocational education in its various aspects is a part of, and indeed an important part of, sound educational opportunities for the youth of America. I seriously question the principle upon which this bill is based of rigidly earmarking funds. In this type of legislation, responsibility should be placed on the State for meeting the need without the rigid proscription of earmarked funds.

and, therefore, I doubt the effectiveness of this limited legislation in meeting the entire needs in a balanced and well-rounded way.

In view of these doubts as to the effectiveness of the proposed legislation in meeting the complete educational needs, the Department recommends that final consideration of this proposal be deferred until decisions are made by Congress on pending measures which are the outgrowth of the White House Conference on Rural Education. These measures are the product of careful studies on the part of educators to develop a plan whereby the Federal Government can discharge its responsibilities in a manner satisfactory to the principle of local control of education which will, in the field of agriculture and home economics, consider all aspects of educational policies in these fields. The department is in accord with constructive legislation which will help meet the pressing educational needs of farm communities. I believe, however, the first step should be taken through an over-all approach. It is essential to view the problem of Federal aid to education as a unified whole rather than piecemeal.

The Bureau of the Budget advises that it has no objection to the submission of this report.

Sincerely,

CLAUDE R. WICKARD, *Secretary.*

MEMORANDUM OF UNDERSTANDING RELATIVE TO SMITH-HUGHES AND SMITH-LEVER RELATIONSHIPS IN AGRICULTURE

INTRODUCTION

In 1918 conferences were held between representatives of the Federal Board for Vocational Education, responsible for the administration of the Smith-Hughes Act, and representatives of the United States Department of Agriculture, responsible for the administration of the Smith-Lever Act, looking toward cooperation between these two agencies in promoting an effective system of agriculture. The respective fields of work of the two groups were defined and the relationships of the groups outlined. About 3 years later a joint committee, representing several groups more or less directly interested in the Smith-Hughes and the Smith-Lever Acts prepared a report, the purpose of which was to interpret this memorandum and to set out more fully what were thought to be desirable relationships and objectives.

These two memoranda have served in considerable degree as guides to both Smith-Hughes and Smith-Lever workers in carrying on their respective activities. When they were prepared, both vocational teaching and extension work were comparatively new. With the development of these two closely related and rapidly expanding lines of public service, problems have arisen which make desirable a restatement of the respective fields of Smith-Hughes and Smith-Lever workers and of the relationships between the two groups.

In conformance with a suggestion of the Secretary of Agriculture, approved by the Federal Board for Vocational Education at its meeting of January 19, 1928, the following memorandum has been prepared to supersede all earlier memoranda.

TEXT OF MEMORANDUM

Extension Work in Agriculture

The United States Department of Agriculture, in cooperation with the land-grant colleges, has organized an agricultural extension system which extends throughout the United States including the Territory of Hawaii. This has been done in accordance with a series of acts of Congress authorizing the establishment of such work and making appropriations therefor. This extension work consists of practical demonstrations, and the dissemination of information among men, women, and children through the personal work of county agents, home demonstration agents, boys' and girls' club workers, and technical specialists in various fields of agriculture and home economics. This work covers the various branches of agriculture and home economics, including marketing and rural organization. It is supplemented by the widespread distribution of publications of the United States Department of Agriculture, the experiment stations, the agricultural colleges, and State departments of agriculture. The instruction and information used in this system of popular education is based chiefly on the work of the United States Department of Agriculture, the State agricultural colleges, and the experiment stations.

This extension work is not a systematic course of instruction, but deals with problems of practice and business on the farm, in the home, or in the rural community. This is expressed in the following quotation from the Smith-Lever Act: "To aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of the same."

As the extension system develops and becomes established, it deals more and more with special problems of the farm and rural community rather than with the details of practice with which the farming people are generally familiar. Backed by the research system of agricultural colleges and the United States Department of Agriculture, it brings to the people the new things which have been found worthy of broad trial in actual practice.

Vocational agricultural instruction

The creation of the Federal Board for Vocational Education and a State board for vocational education in each State, under the provisions of an act of the Sixty-fourth Congress, approved February 23, 1917, makes possible a Nation-wide organization for the administration of vocational education. The act carries an appropriation for salaries of teachers, supervisors, and directors of agricultural subjects. The money so appropriated is to reimburse schools for expenditures for salaries of teachers to carry on instruction in vocational agriculture or for the salaries of supervisors of such instruction.

Certain standards must be set up by the State board for vocational education and approved by the Federal Board for Vocational Education for schools in which Federal funds are to be used. These standards include, among other things, qualifications of teachers, minimum amount for maintenance, minimum plant and equipment, directed or supervised practice in agriculture, methods of teaching, and type courses of study. In case any of the fund is to be used for salaries of supervisors or directors, a plan of supervision for the State must be set up by the State board with approval of the Federal Board.

This act makes provision for courses of systematic instruction in agriculture, carried on in schools or classes, for those "who have entered upon or who are preparing to enter upon the work of the farm or of the farm home," under a definite plan of cooperation between a State board and the Federal Board. This systematic instruction in agriculture, however, under the terms of the act, "shall in every case provide directed or supervised practice in agriculture, either on a farm provided by the school or other farm, for at least 6 months per year."

Relationships

In many counties of the various States there will be the cooperative agricultural extension system conducted by the State agricultural college in cooperation with the United States Department of Agriculture and the county under the provisions of the Smith-Lever Act and under other Federal and State legislation. There will also be vocational agricultural instruction carried on by the State board for vocational education in cooperation with the Federal Board for Vocational Education and the county or the local school district under the provisions of the Smith-Hughes Act. The extension service and the vocational service will deal with both adults and youth.

In each case there are officials charged with the responsibility of administering these acts. It is suggested that these officials determine upon a plan of cooperation for the State based upon the following general policies or principles:

1. It is understood that all agricultural extension work should be administered by those in charge of extension activities in the State, and that all vocational education in agriculture should be administered by those in charge of the vocational schools of the State.

2. Any work participated in by the teacher of vocational agriculture not included in all-day, day-unit, evening, or part-time instruction should be done in accordance with the plans of the extension system for the State and in cooperation with the agent who is in charge of the extension work in the county. However, it is recognized that the agricultural teacher must respond to occasional calls for individual help on the part of farmers within the patronage area of his school, but this type of activity which is not systematic instruction should not be sought and should represent but a small and incidental part of his job. It is further recognized that all general community activities of an agricultural nature dealing with persons not enrolled in vocational agricultural classes are in the field of extension work and should be done in cooperation with the agent who is in

charge of extension work in the county. Teachers of vocational agriculture or representatives of vocational agricultural work should be invited to participate in all meetings conducted by the extension service for the formulation of county and State agricultural programs.

3. In counties having vocational agricultural departments or schools it is recommended that the cooperative agricultural extension service do not enroll students of vocational agriculture for 4-H Club work.

4. Care should be taken to see that work which is supported by Federal funds under any of the aforementioned acts will not in any way duplicate or overlap work being carried on in that same community when that work is supported in any part from another Federal fund.

Discussion

An elucidation of some of the matters touched upon in foregoing statements may be helpful in facilitating a clear understanding and harmonious adjustment of the two lines of work within the States.

Extension Work

The term "extension" work shall be understood to include, aside from special duties assigned by State laws in the several States, cooperative agricultural extension, as defined and provided for in the Smith-Lever Act of May 8, 1914, accepted by the legislatures in the several States. The law provides that such extension work "shall consist of the giving of instruction and practical demonstrations in agriculture and home economics to persons not attending or resident at said colleges in the several communities and imparting to such persons useful and practical information on said subjects through field demonstrations, publications, and otherwise, and to encourage the application of the same."

Methods or Types of Extension Teaching

Extension teaching is, as a rule, conducted by means of cooperative projects with local agencies or groups. These projects are agreed upon between local members of the farmers' organizations and the representatives of the extension service. They are then carried into effect, usually by the following methods:

(a) Cooperative demonstrations given in fields and barns and other appropriate places.

(b) Lectures and addresses before public meetings, including community meetings, meetings of general groups, and meetings of special groups.

(c) Extension schools, in which instruction in subject matter of immediate practical interest is given over a period usually from three to five days in length, and not exceeding two weeks, in the localities where the students reside.

(d) Exhibits at fairs, expositions, and other local and state-wide meetings, at which subject matter is graphically presented.

(e) Supplying technical subject matter through bulletins, leaflets, special memoranda, outlines, and other means.

(f) Junior extension, or boys' and girls' 4-H Club work.

(g) Aid in meeting special problems of individual farmers.

(h) Conference with county officers and representatives to arrange, organize, and supervise demonstration and other work.

(i) Assisting farmers with their marketing and other economic problems.

Vocational Agriculture in Public Schools

The vocational education act makes provision for courses of systematic instruction in agriculture, carried on in schools or classes for those who have entered upon or who are preparing to enter upon the work of the farm home.

By systematic instruction is meant instruction in regular organized classes which meet at reasonably frequent intervals, at given centers, to pursue a consecutive series of lessons involving lectures, laboratory work, conference discussions on farm problems, occasional field trips and at least 6 months' directed or supervised practice correlated with the instruction. Systematic instruction should specifically exclude farmers' meetings, farmers' institutes, and extension classes of less than two weeks duration.¹

¹ NOTE.—Interpretation of directed or supervised practice.

The term "practice" implies the performing of the activities, operative or managerial or both, of the jobs taught a sufficient number of times to enable the pupil to reach a certain standard of proficiency. This interpretation should, of course, accord with the objectives set up by the instructor and the pupil. It allows for the training of the operator, the training of the manager or, as will be found in most cases, the training for both management and operation resulting from a well-organized farm practice program.

In order to carry out the intent of the vocational education act, there have developed and are now under way in the States, four types of vocational instruction:

(1) *The all-day school.*—These are schools composed of pupils who are pursuing their education in regular public schools, who do at least 6 months of directed or supervised practice in agriculture, and who are receiving not less than 90 minutes of actual instruction in agriculture per day.

(2) *The day-unit school.*—These are schools in which pupils, pursuing the usual public-school course, take a minimum of 90 minutes a week in some short-unit course of instruction in technical agriculture and who do at least 6 months' directed or supervised practice in agriculture.

(3) *The part-time school.*—These are schools for persons who are not yet established in farming and who return to school and pursue short-unit courses in technical agriculture and in subjects which improve their civic and vocational intelligence, and who do at least 6 months' directed or supervised practice in agriculture.

(4) *The evening school.*—These are schools in which persons over 16 years of age, who have entered upon work on the farm, are definitely enrolled for short-unit courses of not less than 10 lessons on one farm enterprise which will supplement their daily employment or will later lead to promotion and advancement in that work, and who do at least 6 months' directed or supervised practice in agriculture.

Bases for Agreements in Related Fields of Work

It is recognized that the functions, obligations, and responsibilities of the parties to this memorandum of understanding are closely related in the fields of—

(1) Boys' and girls' 4-H Club work and the directed or supervised practice of students in vocational agriculture.

(2) Part-time and evening classes in vocational agriculture and the agricultural extension work of the college.

This memorandum presents a basis for differentiation of the functions of the respective agencies in these closely related activities. The work of these related fields should be made a matter of cooperative agreement in the several States. Such cooperative agreements should recognize the following facts and principles:

(1) It is clearly recognized and affirmed that the college of agriculture is the logical source of information in the State in technical subject matter in agriculture. If the college is unable to furnish technical specialists on request of State or local boards for vocational education these boards may employ special teachers to conduct regular all-day, day-unit, part-time, or evening classes in agriculture. Such employment may include as part-time or evening school teachers practical farmers, who have demonstrated clearly that they have outstanding ability in some particular phase of agriculture, and whose judgment and opinions are universally respected. All instruction given by such teachers must be supplemented by at least 6 months of directed or supervised practice.

(2) In most cases it is undesirable for Smith-Hughes teachers to act as local leaders of 4-H Club work.

(3) Extension forces, particularly those engaged in 4-H Club work, may well encourage boys and girls of suitable age to take the Smith-Hughes vocational training as good preparation for later becoming 4-H Club leaders and leaders of extension projects with adults.

Cooperation should be the watchword in all Smith-Hughes and Smith-Lever relationships. This means going beyond the letter of the law and doing what one is not obligated to do. Both these laws were instituted in the interests of all the people. Each group, while attending to its own task first, should lose no opportunity to promote, in all practical ways, the work of the other. With this spirit animating both forces good feeling is likely to prevail everywhere and the maximum accomplished in both lines of work.

"Directed practice" is that practice which is done under specific direction of the supervisor. It implies the giving of definite directions by the supervisor and the carrying out of such directions by the pupil. Directed practice more commonly deals with operative training and is a common form of practice by vocational pupils on school farms.

"Supervised practice" is that practice performed by the pupil more largely on his own responsibility and over which the supervisor exerts an influence and power of approval. It implies the working out of plans and the carrying out of such plans by the pupil under the general guidance of the supervisor. Supervised practice deals with both managerial and operative training and is a common form of practice by vocational pupils on home farms" (Bulletin No. 112, pp. 4 and 5, Federal Board for Vocational Education).

It is recommended, therefore, that a committee representing the Association of Land-Grant Colleges and Universities, and one representing the National Association of State Directors of Vocational Education, be called to convene in joint conference annually or as often as may be deemed necessary by the administrative officers of the Federal Smith-Hughes and Smith-Lever organizations. It is further recommended that similar committees be appointed in every State to meet from time to time as may be necessary to promote mutual understanding. Such conferences between administrative groups would seem to be the normal way most effectively to meet the situation.

United States Department of Agriculture:

C. W. WARBURTON,
Director of Extension.

C. B. SMITH,
Chief, Office of Cooperative Extension Work.

Approved:

W. M. JARDINE,
Secretary, United States Department of Agriculture.

Federal Board for Vocational Education:

J. C. WRIGHT,
Director.

C. H. LANE,
Chief, Agricultural Education Service.

Approved:

JAS. J. DAVIS,
Chairman, Federal Board for Vocational Education.

WASHINGTON, D. C., December 20, 1928.

DEPARTMENT OF THE INTERIOR,
Washington, June 4, 1945.

HON. JAMES E. MURRAY,
Chairman, Committee on Education and Labor,
United States Senate.

MY DEAR SENATOR MURRAY: Reference is made to your letter dated May 22, requesting the report of this Department on S. 619, a bill to provide vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security.

If consideration is given to the enactment of this bill, I recommend that it be amended to clarify and extend its application to all the territories and possessions of the United States under the jurisdiction of this Department.

The proposed legislation would provide, through grants-in-aid to the States, a Nation-wide system of vocational training and occupational readjustment for war veterans, workers from war-production plants, and other persons. The program would be applicable, under section 9 of the bill, to:

"* * * the several States, the Territories of Alaska and Hawaii, the island of Puerto Rico, and the District of Columbia."

The use of the phrase "the island of Puerto Rico" would create uncertainty as the Organic Act of Puerto Rico (act of March 2, 1917, 39 Stat. 951) provides that—

"* * * the name Puerto Rico as used in this Act shall be held to include not only the island of that name but all the adjacent islands as aforesaid."

The adjacent islands referred to in this provision, which are thereby made part of the political unit known as Puerto Rico, rather than as "the island of Puerto Rico," include Vieques, with a population of 12,000; Culebra, with a population of 1,000; and the populated islands of Mona, Cabras, and Santiago.

Entirely omitted from the scope of the proposed legislation are the Virgin Islands of the United States. It is estimated that upward of a thousand residents of the Virgin Islands will have been members of the armed forces of this Nation before the end of the war, and many additional thousands will undoubtedly have been affected by the dislocations produced by the war. There is no valid reason why a national policy of training men and women to assume their rightful places in American society should neglect this small corner of the

country, and the vocational education program provided by S. 619 should include the Virgin Islands.

To correct these omissions in the bill I suggest that section 9 be amended to read as follows:

"SEC. 9. As used in this Act, the term 'States and Territories' means the several States, the Territories of Alaska and Hawaii, Puerto Rico, the Virgin Islands, and the District of Columbia."

In view of your request that the views of this Department on S. 619 be forwarded as soon as possible, this report is being sent to you prior to its submission to the Bureau of the Budget, and therefore I have not been advised by that agency concerning the relationship of the views expressed herein to the program of the President.

Sincerely yours,

HAROLD L. ICKES, *Secretary of the Interior.*

DEPARTMENT OF COMMERCE,
OFFICE OF THE SECRETARY,
Washington 25, May 14, 1945.

HON. JAMES E. MURRAY,

*Chairman, Committee on Education and Labor,
United States Senate, Washington, D. C.*

DEAR MR. CHAIRMAN: Reference is made to your letter of April 11, 1945, requesting the views of this Department with respect to the proposal contained in S. 619, a bill to provide vocational education and retraining including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security.

S. 619 is almost identical to S. 1946, Seventy-eighth Congress. The interest of the Department in this bill is limited to vocational education in business as it relates to business employers and employees, with emphasis upon veterans and small business. This bill sharpens the distinction between general and vocational training and further encourages a dual system of State education. Furthermore it sets up, with the aid of Federal money, a system of vocational training "on a post-high-school level of less than college grade," a concept of concern to State superintendents of education and high-school and college administrators.

This bill, as sponsored by the American Vocational Association, recognizes the importance of vocational education at the high-school and post-high-school level. Federal funds to be appropriated are generous, as shown in the attached table.

The Smith-Hughes Act, passed in 1917, authorizes the annual appropriation of \$7,000,000 for the salaries of teachers of agricultural subjects and teachers of trades, home economics, and industrial subjects, among others.

The George-Deen Act, approved in June 1936, provides for the further development of vocational education. Since 1938 the annual authorization has been set at \$14,200,000.

S. 619 not only covers the same broad field of vocational education covered by both these acts, at a proposed added cost of \$97,500,000, but includes \$24,000,000 proposed for area vocational schools.

Before taking any action on this bill, moreover, there are other national educational needs which might well be given consideration.

The Veterans' Administration has a large program of vocational education at all educational levels for veterans as a result of the passage of the GI bill of rights (Public Law 346).

The House Committee on Education issued a report on February 23, 1945, called Effect of Certain War Activities Upon Colleges and Universities, after months of study. A bill is now being drafted, in line with some of these recommendations, which is expected to have a bearing upon vocational education.

On January 10, 1945, Senator Thomas of Utah introduced S. 181, to authorize the appropriation of funds to assist the States in more adequately financing their system of public education during the emergency and in reducing inequalities of educational opportunities. The bill calls for a Federal appropriation of \$200,000,000 the first year.

On March 8 Senator Mead introduced S. 717, to authorize the appropriation of funds to assist the States in more adequately financing education and in removing substandard conditions in education. An annual Federal appropriation of \$550,000,000 was called for.

A review of all the educational needs of the Nation and their coordination seems wise prior to the enactment of legislation. One of these needs is for additional vocational training in many of our States. Until this study has been made it does not appear to me that any legislation involving almost \$100,000,000 of Federal funds annually for strictly vocational education should be passed by Congress. For that reason I recommend disapproval of the bill.

The Bureau of the Budget has advised that there would be no objection to the submission of this letter to your committee.

Sincerely yours,

H. A. WALLACE, *Secretary of Commerce.*

TABLE 15

	Smith-Hughes	George-Deen	S. 619	Total
Agriculture.....	\$3,000,000	\$4,000,000	\$23,000,000	\$30,000,000 ¹
Trade and industry.....	2,400,000	4,000,000	16,000,000	22,400,000 ¹
Home economics.....	600,000	4,000,000	16,000,000	20,600,000 ¹
Distributive occupations.....		1,200,000	7,000,000	8,200,000 ¹
Occupational information and guidance.....			4,000,000	4,000,000 ¹
Public service training.....			2,000,000	2,000,000 ¹
Teacher training.....	1,000,000	1,000,000	(¹)	2,000,000 ¹
Vocational business (office occupations).....			5,000,000	5,000,000 ¹
Industrial arts.....			500,000	500,000 ¹
Subtotal.....				94,700,000 ¹
Area vocational schools.....				24,000,000 ¹
Total for vocational education.....				118,700,000 ¹

¹ Included in subdivision.

UNITED STATES SENATE,
COMMITTEE ON FINANCE,
June 22, 1945.

HON. JAMES E. MURRAY,
*Chairman, Committee on Education and Labor,
United States Senate, Washington, D. C.*

MY DEAR SENATOR MURRAY: My attention has been called to the letter written to you under date of May 14 by the Secretary of Commerce regarding S. 619. This letter is being written because the Secretary has evidently misinterpreted the purpose and intent of S. 619.

In the second paragraph of his letter, he mentions that the bill "encourages a dual system of State education." The bill proposes to do just the opposite. It is designed to strengthen vocational education and to keep it as an integral part of the total school offering under the control and direction of legally constituted State and local school authorities.

The provision "on a post-high-school level of less than college grade" is no new concept in educational procedures. There are many high schools throughout the nation offering training on a post-high-school level of less than college grade. This bill proposes to strengthen the vocational phase of post-high-school programs.

The Secretary's letter also calls attention to several other bills authorizing appropriations for other phases of education. One of these bills is S. 181; another one is S. 717. Both of these bills have been drawn for the purpose of making available Federal aid for general education but not for vocational education. I personally am in favor of Federal aid for general education in addition to the specific provisions for Federal aid for vocational education as provided in S. 619. The vocational bill S. 619 is specifically for the purpose of promoting vocational education only and this bill conflicts in no way with the other proposals in favor of Federal aid for general education.

The Secretary's letter further states, "The Veterans' Administration has a large program of vocational education at all educational levels for veterans, as a result of the passage of the GI bill of rights (Public Law 346)." It is true that under the provision of Public Law 346 the Veterans' Administration can pay the school tuition costs for veterans and pay to the veterans subsistence while in training. The Veterans' Administration does not, however, operate programs of vocational education, and, as I interpret Public Law 346 has no

authority for setting up and operating vocational training programs. Returning veterans in large numbers and demobilized war production workers are confidently expecting that vocational retraining facilities of the public vocational schools will be available for them during the important reconversion period. This is a national problem of some magnitude and we cannot expect local communities to carry this added burden of vocational training costs without assistance from the Federal Government. Furthermore, we must make sure that the public vocational schools are financially able to meet the cost of this training in order that our important national retraining program for veterans does not become solely a private school training measure.

I am also reliably informed that in general the Veterans' Administration is not paying tuition to public vocational schools for veterans due to the fact that many of these schools do not charge tuition to all pupils in attendance. In my own State there are a number of veterans of World War II who are attending public vocational schools on a full-time basis. These schools have not received any financial support from the Veterans' Administration and, under the terms of Public Law 346, do not expect to receive any help. Even if it were possible to pay public vocational schools tuition costs under the GI bill of rights, local and State school authorities could not develop and operate adequate vocational facilities with nothing more than the expectation of receiving tuition for veterans from the Veterans' Administration. The schools must have a more substantial and definite means of support.

The enactment of S. 619 will serve to prevent the development of a great many fly-by-night private vocational schools, which may attempt to exploit both returning veterans and the Federal Government.

The last paragraph of the Secretary's letter suggests that a review of all educational needs of the Nation be made before action is taken on S. 619. It seems to me that the need for this legislation is already apparent since almost 50 percent of the people who are available for employment in this Nation will have to change jobs within the next few years. I have reference to the twenty to thirty million people employed in war industries and serving in the armed forces.

Reconversion problems will need prompt action. Retraining for peacetime pursuits of many of our war workers and veterans is as important a public service as was vocational training for war and war production work. Our public vocational schools can again very promptly readjust their programs to meet reconversion training needs if we provide the necessary national support for this important service. If we are to make a detailed study regarding problems that are already obvious, it will result in retarding our reconversion program and full employment. This bill proposes to train youth and adults, including demobilized veterans and war industry workers, so they will be employable. The need is obvious and the program should not be further delayed or retarded.

I will appreciate it if you will have this letter included in the report of the hearings on S. 619.

Cordially yours,

WALTER F. GEORGE.

SPENCER BUSINESS COLLEGE,
New Orleans, July 6, 1945.

Senator ALLEN J. ELLENDER,
Senate Office Building, Washington, D. C.

DEAR SENATOR ELLENDER: Thank you very much for your letter of June 30 in which you enclosed a copy of bill S. 619. Since you ask for our specific objections to this bill, I will endeavor to give them to you and would appreciate your presenting them to the committee before final action is taken.

While the over-all purposes and objectives of S. 619 are most commendable, yet we believe that this bill contains a number of provisions which are definitely not in the interest of the public and should, therefore, be amended.

We find this proposal, S. 619, is fundamentally a war measure for the creation of training opportunities for discharged veterans and demobilized war workers. The appropriation requested, while large, is not, in our judgment, too great for these specific purposes. We deny, however, that an equally great emergency will continue forever thereafter, which would justify the granting of \$97,500,000 of Federal money annually in perpetuity, irrespective of what our future educational needs may be. We make this statement advisedly, because in normal peace years some of the States have found some difficulty in utilizing the \$21,000,-

000 Federal grant under the Smith-Hughes and the George-Deen Acts. This difficulty would very definitely be accentuated if the States were in the future granted a sum six times as large as heretofore, as would be the case if this proposed bill were enacted as is.

There is positively no need for certain of the provisions set forth in this bill. I refer especially to section (b), as found on pages 11 and 12. According to the United States Office of Education's Vocational Leaflet No. 12, referred to above, page 35, I quote: "Approximately 13,000 public high schools offer commercial courses, in which 1,000,000 pupils are enrolled in typewriting and approximately 750,000 pupils in shorthand and bookkeeping." In the 1,200 non-tax-supported commercial schools of this country there is maintained a competent staff, equipment, and facilities to train annually in excess of 250,000. Another 50,000 are normally found in our junior colleges and other 75,000 to 100,000 in our collegiate institutions (all taking beginning shorthand, typewriting, and similar skill subjects regardless of the level of the institution in which they are studying). This means that in normal times approximately 2,200,000 skilled office employees are being trained for 500,000 available positions.

We recommend that this bill should either be materially redrafted or killed. We seriously recommend the latter for your favorable consideration rather than the passage of the bill as is. If, however, it appears that a law in this field seems to be desirable, then we would recommend:

1. That this bill be completely integrated so as to contain the substance of both the Smith-Hughes and the George-Deen Acts;
2. That States be required to match all Federal funds, dollar for dollar;
3. That the appropriation be made available for a period of not more than 7 years, at which time our discharged-veteran-training problem will largely be over and we can then see more clearly what will be in the public interest thereafter;
4. That States be permitted to use the funds earmarked for "area schools" to strengthen their high-school vocational programs instead of being required to create a new system of State schools to participate therein;
5. That a complete study be made to determine the justification of the \$97,500,000 request which provides an increase of approximately six times the amounts at present granted for vocation education; and
6. That all appropriations for additional educational opportunities in the field of skilled office employment be either entirely eliminated or restricted to the high-school day and evening program.

With reference to bills S. 974 and H. R. 3119, this legislation, if passed, means amendments to existing veterans' legislation that would limit private business schools to charging veterans a tuition rate sufficient only to pay that portion of the salary of the teacher used for teaching veterans. Behind this legislation is the American Council of Education, representing 21 educational associations of colleges, universities, and public-school officials. As institutions of "higher learning," colleges and universities can charge for veteran instruction a tuition rate up to \$500 a year, regardless. Plainly this is another attempt on the part of the "higher learning fellows" to shut out private business schools.

No consideration is given as to which will serve the veteran more efficiently and effectively, private business schools or colleges. Notice also that no question is raised as to which will cost the Government more—training in the private business school or in the universities and colleges. S. 974 and H. R. 3119 seek to make it impossible for the private business school to participate. This would leave the way open for the exponents of "higher learning" to grab all this business for themselves.

Training of veterans in private business schools will be more effectively done and at less cost to the Government than in the case of those who attend colleges and universities for business training. Institutions of so-called higher learning cannot compete either on the basis of service or charge. Apparently they realize it. This leads to the conclusion that colleges and universities fear private business school and the effects of their work. Fearing them, they attempt to thwart them.

Very truly yours,

SPENCER BUSINESS COLLEGE,
C. S. JOHNSON.

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June 26

in lieu of making provision at this time as regards unsegregated property, it is the judgment of the committee that the owning agencies should proceed on the assumption that reimbursement later will be provided for on an actual cost basis, and that departure from the appropriation apportionment procedure will not be questioned to the extent justified by the amount of reimbursement that reasonably may be anticipated... It was made perfectly patent during the committee's inquiry into the matter in connection with the fund requirements of the War Assets Administration that a firm estimate of the cost of care and handling surplus property mixed with property not surplus simply was out of the question, and would entail, if persisted in, both a loose estimating and appropriating practice. It offers an easy way for the owning agencies, but is distinctly unfair to the disposal agency. Such a course would have a tendency, too, to lessen the stimulus to owning agencies to effect segregation expeditiously, which in turn means retardation of disposal. The committee believes that the course it is proposing is in the interest of uniformity and good fiscal procedure. The owning agencies will get their funds in due course after justifying their entitlement thereto."

The Rules Committee reported a resolution waiving points of order on this bill (p. 7730).

2. SURPLUS PROPERTY. The Rules Committee reported a resolution for consideration of H. R. 6702, to clarify the rights of former owners of surplus real property (p. 7724).
3. WHEAT SHORTAGE. Rep. Carlson, Kans., recommended repeal of the forced sale of wheat, adoption of an order to require a set-aside for export of 25% of the free wheat sold by farmers to elevators, immediate urging of wheat growers to market their wheat through mills and country elevators, providing to growers a delivery receipt which would be certified by FMA and cashable for the equivalent of any price advance from date of delivery forward, and cancellation of certificates on June 30, 1947 (p. 7715).
Rep. Miller, Nebr., criticized the order forcing the sale of wheat (p. 7716).
4. REORGANIZATION. Rep. Randolph, W. Va., called attention to his minority report on the concurrent resolutions disapproving the President's reorganization plans and asked members to familiarize themselves with the issues (p. 7714).
5. PERSONNEL. Received the conference report on H. R. 5244, to authorize appointment of additional foreign-service officers in the classified service (pp. 7717-8).

SENATE

6. PRICE CONTROL. Began debate on the conference report on H. R. 6042, to amend and extend the Price Control and Stabilization Acts (pp. 7675-705, 7708-12). Farm prices were discussed at various points throughout the debate.
7. EXPORT-IMPORT BANK. Received from this Department proposed legislation to provide for the inclusion of the Secretary of Agriculture as a member of the Export-Import Advisory Board and of the National Advisory Council of the International Bank for Reconstruction and Development. To Banking and Currency Committee. (p. 7663.)
8. INTERIOR DEPARTMENT APPROPRIATION, 1947. Agreed to the conference report on this bill, H. R. 6335 (pp. 7669-75). This bill will now be sent to the President.

- 11 -
9. PENALTY MAIL. Received from the Postmaster General a tabulated report by departments and agencies on penalty mail for the period July 1, 1945, to March 31, 1946. To Post Offices and Post Roads Committee. (p. 7663.)
 10. FEDERAL EXPENDITURES. Sen. Buck, Del., discussed Federal expenditures in relation to the National Budget and urged prompt liquidation of wartime agencies, requirement by Congress of a complete and specific budget each year, abolition of "piecemeal" appropriations, scrutiny of Government agencies' appropriations with "microscopic care", an adequate staff for GAO to present an audit to Congress of each department each year, abolition of deficiency appropriations, limitation of appropriations each fiscal year to estimated income, and freezing of some part of the cash balance in the Treasury to be made unexpendable until the appropriations committees have an opportunity to consider and report the disposition to be made of such balance (pp. 7705-8).
 11. EDUCATION. The Education and Labor Committee reported with amendments S. 619 to provide education and retraining, including parttime training and work-experience program for the occupational adjustment and readjustment of youth, and adults, including persons demobilized from essential war work and from the armed forces (S. Rept. 1588) (p. 7663.)
 12. GRAIN SHORTAGE. Sen. Tobey, N.H., criticized the grain and feed shortage in New England and inserted his correspondence with the President on the subject (pp. 7687-8).
 13. PRICE CONTROL. Received a Colo. Federation of Labor resolution favoring OPA continuation without crippling amendments (p. 7663.)
 14. CENSUS. Received from the National Advertisers Assn. (N.Y.) a petition favoring an appropriation for censuses of manufactures and business (p. 7663).
 15. LEGISLATIVE PROGRAM. Majority Leader Barkley stated that it is desirable to complete the appropriation bills this week even though the national science foundation bill has to go over (pp. 7710-11). The Government corporations appropriation bill is one of those to be brought up.

BILLS INTRODUCED

16. FERTILIZERS. S. 2373, by Sen. Guffey, Pa. (for himself and others), to regulate the registration, manufacture, labeling, and inspection of fertilizer and fertilizer materials shipped in interstate commerce. To Agriculture and Forestry Committee. (p. 7664.)
17. WAR POWERS. H.R. 6890, by Rep. Sumners, Tex., "to amend the First War Powers Act, 1941." To Judiciary Committee. (p. 7730.)
18. RURAL ELECTRIFICATION. H.R. 6874 (see Digest 123) amends the Department of Agriculture Organic Act of 1944 so as to permit REA loans to "municipalities to the extent that such indebtedness was incurred with respect to electric transmission and distribution lines or systems or portions thereof serving persons in rural areas," to discharge debts owed by them to TVA.

ITEMS IN APPENDIX

19. FOOD PRODUCTION. Speech in the House by Rep. Stefan, Nebr., commending the American farmers for their production record and urging that farm machinery and labor be made available (pp. A3941-2).



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No. 124

Senate

(Legislative day of Tuesday, March 5, 1946)

The Senate met at 12 o'clock meridian, on the expiration of the recess.

The Chaplain, Rev. Frederick Brown Harris, D. D., offered the following prayer:

Eternal God, in whose peace our restless spirits are quieted, from the flickering torches of our own understanding, we would lift the difficult decisions of the public service unto Thy holy light. In these anxious days when the destinies of nations hang in the balance, the tensions of human relationships are like waters tossed and troubled. Through estranging seas, be Thou our chart and compass:

"Great God of all the earth,
Lead us to know the worth
Of sympathy.
May fellowship increase,
May all contentions cease,
And nations dwell in peace
And unity."

In the dear Redeemer's name. Amen.

THE JOURNAL

On request of Mr. BARKLEY, and by unanimous consent, the reading of the Journal of the proceedings of the calendar day Tuesday, June 25, 1946, was dispensed with, and the Journal was approved.

MESSAGES FROM THE PRESIDENT— APPROVAL OF BILLS

Messages in writing from the President of the United States were communicated to the Senate by Mr. Miller, one of his secretaries, and he announced that the President had approved and signed the following acts:

On June 25, 1946:

S. 1857. An act to authorize the availability for certain necessary administrative expenses of appropriations for the Department of the Interior.

On June 26, 1946:

S. 1523. An act to modify the time limitations governing the award of certain military and naval decorations for acts performed during the present war.

LEAVE OF ABSENCE

Mr. BARKLEY. Mr. President, the Senator from Maryland [Mr. TYDINGS]

has been appointed a member of the commission on the part of the Senate to participate in the Philippine independence ceremonies. I ask unanimous consent that he may be granted leave of absence from the Senate for such time as may be necessary to consummate that mission.

The PRESIDENT pro tempore. Without objection, it is so ordered.

Mr. REVERCOMB. Mr. President, I ask leave to be absent from the Senate for the remainder of the week because of a death in my family.

The PRESIDENT pro tempore. Without objection, leave is granted.

ENROLLED BILLS PRESENTED

The Secretary of the Senate reported that on June 25, 1946, he presented to the President of the United States the following enrolled bills:

S. 2218. An act to amend the District of Columbia Alley Dwelling Act, approved June 12, 1934, as amended; and—

S. 2219. An act to extend for the period of 1 year the provisions of the District of Columbia Emergency Rent Act, approved December 2, 1941, as amended.

EXECUTIVE COMMUNICATIONS, ETC.

The PRESIDENT pro tempore laid before the Senate the following letters, which were referred as indicated:

GRANT OF CERTAIN PROPERTY TO THE COMMONWEALTH OF PENNSYLVANIA

A letter from the Acting Secretary of the Treasury, transmitting a draft of proposed legislation granting certain property to the Commonwealth of Pennsylvania and relinquishing jurisdiction therein (with an accompanying paper); to the Committee on Commerce.

PENALTY MAIL MATTER

A letter from the Postmaster General, transmitting, pursuant to section 2 (b) of Public Law 364, approved June 28, 1944, a tabulation showing the number of envelopes, labels, and other penalty inscribed material on hand and on order June 30, 1945; the number of pieces procured; the estimated mailings, and the estimated cost, by departments and agencies, for the period July 1 to March 31, 1946 (with an accompanying paper); to the Committee on Post Offices and Post Roads.

INCLUSION OF SECRETARY OF AGRICULTURE AS MEMBER OF ADVISORY BOARD OF EXPORT-IMPORT BANK OF WASHINGTON, ETC.

A letter from the Acting Secretary of Agriculture, transmitting a draft of proposed legislation to provide that the Secretary of Agriculture be included as a member of the Advisory Board of the Export-Import Bank of Washington and as a member of the National Advisory Council of the International Bank for Reconstruction and Development (with an accompanying paper); to the Committee on Banking and Currency.

PETITIONS

Petitions were laid before the Senate and referred as indicated:

By the PRESIDENT pro tempore:

A telegram in the nature of a petition from Eric Haase, assistant to the president, Association of National Advertisers, New York, N. Y., praying an appropriation of \$15,000,000 for censuses of manufactures and business; to the Committee on Appropriations.

A letter in the nature of a petition from P. W. Singer, vice president of Fligelman's, Helena, Mont., relating to the manufacture and price ceilings on long stockings and winter underwear for children; to the Committee on Banking and Currency.

A resolution adopted by the fifty-first annual convention of the Colorado State Federation of Labor, at Pueblo, Colo., favoring extension of the Office of Price Administration without crippling amendments; ordered to lie on the table.

REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. HOEY, from the Committee on Immigration:

S. 1607. A bill to provide for the naturalization of Peter Kim; without amendment (Rept. No. 1587).

By Mr. JOHNSTON of South Carolina, from the Committee on Education and Labor:

S. 619. A bill to provide vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security; with amendments (Rept. No. 1588).

REPORTS ON DISPOSITION OF EXECUTIVE PAPERS

Mr. BARKLEY, from the Joint Select Committee on the Disposition of Executive Papers, to which were referred for examination and recommendation two lists of records transmitted to the Senate by the Archivist of the United States that appeared to have no permanent value or historical interest, submitted reports thereon pursuant to law.

BILLS INTRODUCED

Bills and joint resolutions were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. GUFFEY (for himself, Mr. DOWNEY, Mr. KILGORE, Mr. TUNNELL, and Mr. PEPPER):

S. 2373. A bill to regulate the registration, manufacture, labeling, and inspection of fertilizer and fertilizer materials shipped in interstate commerce, and for other purposes; to the Committee on Agriculture and Forestry.

By Mr. McCARRAN:

S. 2374. A bill authorizing the appointment of three additional judges of the municipal court for the District of Columbia, prescribing the qualifications of appointees to the municipal court and the municipal court of appeals, and for other purposes; to the Committee on the District of Columbia.

By Mr. JOHNSON of Colorado (for Mr. THOMAS of Utah):

S. 2375. A bill to change the name of the Chemical Warfare Service to the Chemical Corps; to the Committee on Military Affairs.

By Mr. BUSHFIELD:

S. 2376. A bill authorizing the issuance of a patent in fee to Sadie Janis Shorthorn; to the Committee on Indian Affairs.

(Mr. MORSE introduced Senate bill (S. 2377) to amend title III of the Nationality Act of 1940, as amended, with respect to the naturalization of persons who have served with the armed forces of the United States in overseas theaters, which was referred to the Committee on Immigration and appears under a separate heading.)

NATURALIZATION OF PERSONS WHO SERVED IN THE ARMED FORCES

Mr. MORSE. Mr. President, I introduce at this time, although I realize it is late in the session, a bill pertaining to the naturalization of persons who have served in the armed forces, and I ask that the bill be referred to the appropriate committee. I wish to read only one section of the bill:

Persons who have served with the military or naval forces of the United States in overseas theaters and who, having been lawfully admitted to the United States, including its Territories and possessions, shall have been at the time they were accepted for such service residents thereof, may be naturalized under the provisions of this title in the same manner and subject to the same terms and conditions as if such service had been performed in the military or naval forces of the United States.

Mr. President, I should like to say that the bill bears upon a matter of great injustice to a considerable number of people who really have performed very valuable services for the United States during the war, while attached to the naval or military forces, and who in the

absence of the enactment of this bill will not be eligible for naturalization.

There being no objection, the bill (S. 2377) to amend title III of the Nationality Act of 1940, as amended, with respect to the naturalization of persons who have served with the armed forces of the United States in overseas theaters, was received, read twice by its title, and referred to the Committee on Immigration.

ON THE JOB TRAINING FOR VETERANS—AMENDMENT

Mr. MORSE. Mr. President, this morning I attended a conference, together with the Senator from Tennessee [Mr. STEWART], the Senator from Alabama [Mr. HILL], and the Senator from Arkansas [Mr. FULBRIGHT], in regard to a bill which I introduced, Senate bill 2144, to authorize the Veterans' Administration to reimburse State and local agencies for expenses incurred in rendering services in connection with the administration of certain training programs for veterans. The bill seeks to authorize the Veterans' Administration to use Veterans' Administration funds for payments to the States for the supervision of so-called on-the-job training for veterans.

In our conference this morning, we agreed upon certain additions and revisions of the bill. I now offer as a substitute a measure sponsored not only by myself and my senior colleague from Oregon [Mr. CORDON], but also by the Senator from Tennessee [Mr. STEWART], the Senator from Alabama [Mr. HILL], and the Senator from Arkansas [Mr. FULBRIGHT]. It is my understanding that, as a substitute, the measure will bear the same number as my previous bill, Senate bill 2144.

The PRESIDENT pro tempore. The substitute submitted by the Senator from Oregon will be printed as an amendment in the nature of a substitute.

Mr. MORSE. Mr. President, I wish to say that it is sincerely to be hoped that immediate consideration will be given to this measure, so that it can be passed before the Congress takes the summer recess, because the need is one of immediate emergency insofar as the veterans are concerned.

COMMENCEMENT ADDRESS BY SENATOR HAWKES AT UNION COLLEGE, SCHENECTADY, N. Y.

[Mr. WILEY asked and obtained leave to have printed in the RECORD a commencement address to the graduating class at Union College, Schenectady, N. Y., delivered by Senator HAWKES on June 24, 1946, which appears in the Appendix.]

IMPORTANCE OF AMERICA'S INVESTORS

[Mr. WILEY asked and obtained leave to have printed in the RECORD a letter from Dr. B. C. Forbes, president of the Investors League, together with an enclosure, which appear in the Appendix.]

ANGLO-AMERICAN COMMITTEE OF INQUIRY—LETTER FROM MAJ. NATHAN RUBY

[Mr. CAPPER asked and obtained leave to have printed in the RECORD a letter to the

Secretary of State by Maj. Nathan Ruby, vice president of the Political Action Committee for Palestine, submitting its views and suggestions with regard to the Anglo-American Committee of Inquiry, which appears in the Appendix.]

ADDRESS BY NATIONAL CHAIRMAN OF THE AMERICAN VETERANS' COMMITTEE

[Mr. McMAHON asked and obtained leave to have printed in the RECORD an address by Charles G. Bolte, national chairman of the American Veterans' Committee, delivered at the first convention of that organization at Des Moines, Iowa, June 14-16, 1946, which appears in the Appendix.]

CITIZENS' JUVENILE COUNCIL PLAN—ADDRESS BY CECIL L. WHITEHEAD

[Mr. KNOWLAND asked and obtained leave to have printed in the RECORD an address entitled "Citizens' Juvenile Council Plan" delivered by Cecil L. Whitehead to the Up-Town Washington Lions Club on June 21, 1946, which appears in the Appendix.]

AN APPROACH TO PROGRESSIVE POLICY—ADDRESS BY ABE FORTAS

[Mr. PEPPER asked and obtained leave to have printed in the RECORD an address entitled "An Approach to Progressive Policy," delivered by Abe Fortas at Southwestern College, Memphis, Tenn., on June 3, 1946, which will appear hereafter in the Appendix.]

LIST OF SENATORS AND REPRESENTATIVES WHOSE SONS, DAUGHTERS, GRANDSONS, OR SONS-IN-LAW SERVED IN THE ARMED FORCES DURING WORLD WAR II

Mr. BRIDGES. Mr. President, as secretary of the Congressional War Parents' Association, I ask unanimous consent to have inserted in the body of the RECORD a list of Senators and Representatives who have had sons, daughters, grandsons, or sons-in-law in the armed forces during World War II.

The following list includes the names and information on all the persons who have been reported to date. I ask that if there are any mistakes in the names, the ranks, the service, or in any of the facts as reported in the following list, the Senator or Representative concerned report the correction to Representative FRANCES P. BOLTON, of Ohio, president of the association, or to Senator STYLES BRIDGES, of New Hampshire, secretary of the association, at the earliest possible date.

It is the general plan of the Congressional War Parents' Association to have a formal document prepared that will give a historical picture. In order that the information given in such a formal document be correct, the burden of reporting changes in the following list rests with each Senator or Representative.

I should also like to have any Senator or Representative who has personally served in World War II report his rank, branch of service, and any other pertinent information.

There being no objection, the list was ordered to be printed in the RECORD, as follows:

VOCATIONAL EDUCATION BILL

JUNE 26 (legislative day, MARCH 5), 1946.—Ordered to be printed

Mr. JOHNSTON of South Carolina, from the Committee on Education and Labor, submitted the following

REPORT

[To accompany S. 619]

The Committee on Education and Labor to whom was referred the bill (S. 619) to amend the act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories, having considered the same, report favorably thereon with an amendment in the nature of a substitute and recommend that the bill as amended do pass.

I. INTRODUCTION

Your committee have been aware of the value of the federally aided program of vocational education. The worth of the program was greatly emphasized immediately preceding and during the war years when several million war production workers were trained for the industries involved in the production of war materials. The necessity for the appropriation of many millions for the vocational training of war production workers emphasized the fact that the program of public vocational education was by no means fully developed in this country.

This bill, S. 619, was introduced in the Senate on February 26, 1945. Public hearings on the bill were held April 30, May 1 and 2, 1945. A subcommittee was designated to study the various provisions of the bill and to report their recommendations to the full committee. This subcommittee has considered the bill through a period of many weeks during which time authorities have been consulted with respect to various sections and provisions of the bill.

It early became evident that there was a real need for the extension of the present program of vocational education. There was also a general feeling on the part of your committee that we must continue the present State and local administration of vocational education, and in any new legislation avoid legal provisions which would tend toward the Federal control of vocational education. In this respect

the administration of vocational education under the Smith-Hughes and George-Deen Acts has become very generally understood and the principles of operation accepted and approved.

Your committee consider it wise to provide additional Federal funds for the extension of the present program of vocational education rather than to set up any additional separate Federal fund for the purpose. Your committee, therefore, recommend an amendment to the bill in the nature of a substitute. The new form of the bill, S. 619, amends the existing George-Deen Act by providing additional Federal funds for the extension of the present program of vocational education. The purpose of the bill is to stimulate the extension of the program of vocational education in communities that are not now adequately served with such programs and to encourage the establishment of the vocational education program in areas now unserved by such programs.

Some members of your committee feel that before a major extension of the system is undertaken as provided for in the bill as originally introduced, a careful study of the methods of distribution and the relation of the Federal and State powers should be made. Federal aid to States is now being undertaken on such an enlarged scale that the whole method of distribution should be carefully spelled out.

II. SUMMARY OF THE BILL

Briefly, S. 619 provides additional Federal grants-in-aid for the purpose of stimulating the extension of the present program in vocational education in the following fields of training and adjustment:

- (a) Agricultural education.
- (b) Home economics education.
- (c) Vocational education in trades and industry.
- (d) Vocational guidance.
- (e) Vocational education in distributive occupations.

The bill continues the present method of administering vocational education by States and local communities as previously provided in the original George-Deen Act. The bill does not provide for any additional funds for the administration of vocational education on the Federal level. The \$350,000 provided in the bill as an appropriation for the Office of Education, Federal Security Agency, is the same sum that has been authorized under the George-Deen Act since 1936.

III. NEED FOR EXTENSION OF VOCATIONAL EDUCATION PROGRAM

The committee in considering the need for the extension of the program of public vocational education had the benefit of testimony of numerous expert individuals representing many large associations and groups, experienced in the field of vocational education. M. D. Mobley, then president of the American Vocational Association, Inc., and State director of vocational education for Georgia, pointed out that this bill had been in preparation for more than 3 years and that during that time studies were made and authoritative opinions secured in order to determine the vocational-training needs of the Nation.

A large number of the Nation's leading vocational educators participated in the preparation of the statement showing these needs. The legislative proposal has been critically studied and discussed in hundreds of meetings in every part of the Nation.

The program of public vocational education under the stimulation of Federal funds has been developed under Public Law 347, Sixty-fourth Congress, approved February 23, 1917, and under Public Law 673, Seventy-fourth Congress, approved June 8, 1936. This measure, S. 619, provides some additional Federal funds to further extend the program in order that many communities not now served may receive the benefits of vocational training.

The public vocational schools, in peacetime and in wartime, have demonstrated their ability to train people for gainful and useful employment. The availability of additional funds provided by S. 619 will make it possible for the public vocational schools to make a necessary contribution to the Nation's postwar reconversion program.

The Biennial Survey of Education in the United States, published by the United States Office of Education, shows that approximately 1,250,000 youth—42 percent—drop out of elementary school before reaching high school. These youth, as well as those who graduate from high school—and do not go to college—must be provided with vocational training to make them competent to secure, hold, and make progress in their chosen vocations when they reach employable age.

Vocational training programs for youth also help to keep juvenile delinquency in check. Vocational training equips youth to enter legitimate fields of endeavor and helps to keep them from entering careers of crime.

Mr. Mobley again pointed out that providing adequate vocational education opportunities for all our people is a matter of national concern inasmuch as Americans are inherently a migratory people. In recent decades a large part of the migratory movement has been from rural areas to urban communities. Population specialists for years have pointed out that rural farm areas are the population reservoirs for the industrial and commercial centers of the Nation. Because of the lack of adequate vocational education facilities in many communities, most of those who go to the cities go unprepared for any type of job. This does not contribute to a satisfactory standard of living for labor.

Dr. Paul H. Nystrom, president, National Council of Retail Trade Associations, pointed out that during the reconversion period and later, we shall not only need as many retail establishments and persons gainfully employed in these occupations as in 1939 but a great many more. Retail sales will probably go up to 70 or 75 billions of dollars and the numbers of persons gainfully employed in these trades will be at least 50 percent higher than in 1939. Unless there is a sufficient number of properly trained retailers and retail employees to handle this increase in business, there will be a bottleneck or even a breakdown in distribution.

It will take widespread, intensive education and vocational training to effect the needed readjustments in the distributive field. The beginnings made in training for the distributive trades, since 1936 under the encouragement of the George-Deen Act, have pointed the way to speed up the readjustment of the distributive system to the gigantic needs of distribution so necessary for a prosperous economy. The bill S. 619 extends the present program of vocational training for the distributive trades.

The need for vocational distributive training for the retail grocers of the country was presented by Mr. Tyre Taylor, speaking for the National Association of Retail Grocers. Mr. Taylor emphasized that for both the experienced food retailer and the newcomer in the field, the best insurance against individual failure and collective chaos is practical training and education. To meet the problems of the retail food store, owners and employees alike will need—more than ever before—instruction and training in every phase of the food business. This includes financing, merchandising, receiving and stocking merchandise, sales and salesmanship, display, advertising, buying, pricing, record keeping, accounting, and inventory control. Tomorrow's successful retailer must also know something about nutrition, new foods, new processes, and new transportation facilities.

New occupational fields in industry requiring new skills, new tools requiring the development of other new skills, new materials, and new processes will require additional vocational and technical knowledge and skills. Many of the new developments of wartime production will be applied to peacetime pursuits if there are persons sufficiently trained to make the applications to the economy of the world of peace. The vocational training program is one largely for the out-of-school older youth group and adults—it is largely a program of retraining and reeducation.

It was frequently pointed out in the testimony that vocational training programs should be carefully planned in each area in accordance with actual training needs. The development of a carefully planned system of area vocational schools in any State, according to a number of witnesses, would make unnecessary the establishment of a large number of small and less efficient vocational school programs. It would, they testified, prevent expensive duplication of vocational courses in excess of actual needs. However, the committee felt it would be wise to provide for further study of area vocational school possibilities before any appropriation commitments should be made on the Federal level.

Douglas Whitlock, representing the Structural Clay Products Institute, stated that the manufacturers of structural clay products fully realized that the economic machinery of America's industry must be revamped to serve a peacetime economy of record-breaking proportions. The construction industry will be called upon to execute a 16-billion-dollar-a-year building program that is geared to provide employment for 8½ million men.

Postwar industrial expansion necessarily must take into account the supply of skilled labor in the building trades. A recent survey of the age trends in the skilled trades—Technical Publication No. T-120, Apprentice Training Service, War Manpower Commission—reveals the average age of the skilled workers in 13 trades increased from about 38 years in 1900 to 42 years in 1940. The reason given for this increase in age is the fact that insufficient replacements were being trained. Therefore, with the greatest construction market in all history close at hand, and an ominously insufficient supply of skilled craftsmen available to do the job, it is imperative that an immediate means of vocational education and retraining in trade and industrial subjects be provided.

Home and family life was seriously affected in thousands of homes as a result of the war. Families found it necessary to make all sorts

of shifts from secure, closely knit family groups to insecure and scattered groups; from having free choice of essentials for living, food, clothing, and shelter, to curtailed and substituted commodities; from families having the usual one breadwinner to families having all of the adults and older youth working. We shall face many new important problems of living as we return to more nearly normal living.

Millions of young women who have married during the war, or who are now marrying, will be establishing homes for the first time. Large numbers of women have been employed outside of the home. Perhaps half of these women who have been employed during the war will eventually be returned to full-time homemaking. This will mean some new readjustments. Many women, of course, will continue in employment. This will mean for them a dual responsibility, continuing employment and at the same time managing their homes and taking care of their families. Vocational training in the field of home economics should be extended to meet some of these needs.

Dr. Ralph H. Woods, State director of vocational education in Kentucky, emphasized the fact that agriculture is one of America's basic industries. It supplies the primary needs—food and clothing—for mankind, and it represents not only a vocation for the millions of farmers in America but a way of life for more than 30,000,000 people. Agriculture must take its proper place in the future economy of this Nation. If it is to do so, farmers must have an opportunity to increase their efficiency and learn new techniques so that they may do their part in producing a national income high enough to enable us to retire our national war debt and make the necessary adjustments as we change from an economy of war to an economy of peace.

Teen-age farm boys are, for all intents and purposes, already part-time farmers. Any increased efficiency on their part coming from participation in vocational agriculture will result in increased well-being to the farm families of America.

In 1940-41, before the impact of reduced enrollments was being so acutely felt by the schools of America, 342,342 persons were enrolled in all-day or high-school vocational agriculture. This appears to be only a little more than one-third of the number that should be enrolled.

Since farmers must maintain or increase their level of efficiency in a changing world it seems imperative that there be a program of systematic vocational instruction for adult farmers. Experience has shown that at least one-fourth or more of the farmers will participate each year in systematic vocational courses for adult farmers if such courses are provided for them. If adult farmers have full opportunity to improve themselves through courses in vocational agriculture, instruction must be provided each year for at least 1½ million adult farmers.

The Future Farmers of America is a national organization for students of vocational agriculture. The organization has a motto worth noting, "Learning to do, doing to learn, earning to live, and living to serve." This organization has 6,502 local chapters and a membership of 204,175 active members. The teacher of vocational agriculture serves as local adviser to these boys. Two of the officers of this national organization appeared before the committee and presented some very wholesome, typically American philosophy regarding thrift and work. They pointed out that 6,502 rural communities are now served by vocational instruction in agriculture. They also emphasized

that there were 15,000 rural high schools, over 8,000 of which have not as yet been able to secure this type of vocational training. The extension of the program of vocational education in agriculture will carry this service to many of these rural high schools not now having vocational instruction available.

IV. ANALYSIS OF S. 619

Chief objective of bill

To provide for an extension of the present program of vocational education as developed under the Smith-Hughes and George-Deen Acts. This bill amends the George-Deen Act to provide for this extension.

Administration of vocational training program

This program will be in the hands of State and local authorities and is an extension of the present program of vocational education; it requires no new system of schools and no new administrative units. This bill makes no new provision nor any additional appropriation for Federal administration. Funds made available will be administered through the present channels operating the federally aided public vocational schools throughout the country.

A decentralized plan

Because there are no additional funds authorized for Federal administration in this bill, and because the program will be in the hands of State and local educational authorities, the extension of the program of vocational education under this bill will be a decentralized plan of operation.

Matching features

Fifty percent of Federal appropriations will be matched by State and/or local funds until June 30, 1951; 60 percent for the year ending June 30, 1952; 70 percent for the year ending June 30, 1953; 80 percent for the year ending June 30, 1954; 90 percent for the year ending June 30, 1955; and annually thereafter 100 percent of the appropriations so made.

Advisory committees

The bill provides for a continuance of the use of advisory committees of employers and employees to assure sound vocational programs in accordance with occupational needs.

Industrial-plant training programs

Must be bona fide vocational training programs and not a device to utilize the services of vocational trainees for private profit.

Vocational training services authorized with appropriation amounts

1. Agricultural education: The sum authorized in this bill will permit the extension of the service in agricultural education to thousands of farming communities not now receiving these services. Thousands of official requests from rural boards of education are already on file with State boards for vocational education awaiting additional funds for the purpose. Appropriation authorized, \$10,000,000, to be distributed in the proportion that the farm population of a State bears to the total farm population of the United States and Territories.

2. Home economics education: This provides for an extension into communities not now being served, of the training in homemaking, including the conservation of food and other family resources. Appropriation authorized, \$8,000,000, to be distributed in the proportion that the rural population of a State bears to the total rural population of the United States and Territories.

3. Industrial education: This provides for an extension of the present efficient program in industrial education and permits training for a wider range of occupations now requesting and needing such training. It will make possible vocational training for thousands who will be needed in connection with new developments in industry. Appropriation authorized, \$8,000,000, to be distributed in the proportion that the nonfarm population of a State bears to the total nonfarm population of the United States and Territories.

4. Vocational guidance: Because of the tremendous numbers changing occupations and because youth must be given more definite job or occupational guidance, this provision for vocational guidance has been included in the bill. Appropriation authorized, \$1,500,000, to be distributed in the proportion that the total population of a State bears to the total population of the United States and Territories.

5. Training for distributive occupations: One of the largest occupational groups in this country, and one of the poorest-trained groups, is the group engaged in distributive occupations. Numerous large wholesale and retail organizations in this country are repeatedly requesting a further development of vocational training for this group. The public also has come to recognize the necessity for it. Appropriation authorized, \$2,500,000, to be distributed in the proportion that the total population of a State bears to the total population of the United States and Territories.

6. Minimum allotments: In order to assure each State of a sufficient minimum appropriation to provide for an extension of the various vocational training programs authorized in this bill, certain annual minimum appropriations to each State are authorized as follows:

(a) Agricultural education.....	\$40, 000
(b) Home economics education.....	40, 000
(c) Trade and industrial education.....	40, 000
(d) Vocational guidance.....	15, 000
(e) Training for distributive trades.....	15, 000

7. The appropriation of \$350,000 for the United States Office of Education is not a new appropriation. This sum has been a part of the George-Deen Act since 1936, and is still needed.

V. CONCLUSION

The operation of the Smith-Hughes Act and the George-Deen Act through the years has shown that Federal funds made available under the provisions of these acts have greatly stimulated the establishment and operation of approved vocational courses and programs. One of the net results has been a steady increase in the amount of State and local funds appropriated for this purpose under the stimulation of the Federal funds available.

The provisions of this bill do not meet all the needs involved in furnishing an adequate system of public vocational education for the youth and adults of this Nation. It is expected that the additional

funds made available through the provisions of this bill serve to increase materially and steadily the vocational education programs. It is further expected that these funds will gradually increase the amount of State and local funds that will become available for vocational education.

The committee have eliminated the appropriation items for "Public service training," "Training for office occupations, area vocational schools," and for "State supervision of industrial arts education." The elimination of these items and reductions in all other items in the bill, constitute a total reduction of \$81,350,000.

The original form of S. 619 authorized total appropriations of \$97,500,000. These funds under the original form of the bill would be in addition to those funds already available under the present George-Deen Act. The George-Deen Act authorizes an annual appropriation amounting to \$14,200,000. The amounts indicated in the amended form of the bill include the funds already authorized under the present George-Deen Act. The net increase, therefore, of Federal funds authorized under the amended bill as recommended by the committee amounts to only \$16,150,000, as compared to the increase of \$97,500,000 provided in the original form of S. 619.

Estimated proposed allocation of funds to States and Territories for vocational education under S. 619 (based on population returns, 1940 United States census)

VOCATIONAL EDUCATION BILL

9

State or Territory	Total			Agriculture (1)			Home economics (2)		
	Total	Allotted on basis of population	Minimum guaranty (\$150,000)	Total	Allotted on basis of farm population	Minimum guaranty (\$40,000)	Total	Allotted on basis of rural population	Minimum guaranty (\$40,000)
Total.....	\$30,971,058.94	\$30,000,000.00	\$971,058.94	\$10,233,729.38	\$10,000,000.00	\$233,729.38	\$8,221,041.10	\$8,000,000.00	\$221,041.10
Alabama.....	892,842.63	892,842.63	-----	422,579.35	422,579.35	-----	269,152.96	269,152.96	-----
Arizona.....	154,283.86	125,299.82	28,984.04	40,000.00	36,009.29	3,990.71	44,283.86	44,283.86	-----
Arkansas.....	680,416.15	350,416.15	-----	350,220.32	350,220.32	-----	206,590.43	206,590.43	-----
California.....	1,178,026.05	1,178,026.05	-----	210,939.17	210,939.17	-----	272,978.78	272,978.78	-----
Colorado.....	256,112.81	253,683.79	2,429.02	79,559.43	79,559.43	-----	72,500.39	72,500.39	-----
Connecticut.....	291,561.81	284,638.66	7,023.15	40,000.00	32,976.85	7,023.15	75,024.43	75,024.43	-----
Delaware.....	150,000.00	56,972.16	93,027.84	40,000.00	14,465.01	25,534.99	40,000.00	17,299.81	22,700.19
Florida.....	393,173.58	393,173.58	-----	96,039.04	95,039.04	-----	115,940.58	115,940.58	-----
Georgia.....	939,995.44	939,995.44	-----	430,302.68	430,302.68	-----	279,076.94	279,076.94	-----
Idaho.....	181,138.73	152,018.13	29,120.60	63,739.29	63,739.29	-----	47,399.44	47,399.44	-----
Illinois.....	1,369,162.10	1,369,162.10	-----	307,997.94	307,997.94	-----	284,206.17	284,206.17	-----
Indiana.....	773,145.37	773,145.37	-----	236,870.15	256,870.15	-----	209,668.17	209,668.17	-----
Iowa.....	692,333.42	692,333.42	-----	232,864.97	292,864.97	-----	197,953.62	197,953.62	-----
Kansas.....	480,688.29	480,688.29	-----	190,965.54	190,965.54	-----	142,551.19	142,551.19	-----
Kentucky.....	877,442.46	877,442.46	-----	396,766.73	396,766.73	-----	271,777.75	271,777.75	-----
Louisiana.....	645,704.72	645,704.72	-----	268,681.84	268,681.84	-----	188,342.68	188,342.68	-----
Maine.....	207,396.25	201,877.69	5,518.56	55,461.57	55,461.57	-----	68,637.94	68,637.94	-----
Maryland.....	355,772.94	355,772.94	-----	77,281.48	77,281.48	-----	100,865.72	100,865.72	-----
Massachusetts.....	563,608.46	46,318.61	517,289.85	46,318.61	46,318.61	-----	62,249.67	62,249.67	-----
Michigan.....	1,019,171.42	1,019,171.42	-----	273,993.82	273,993.82	-----	245,222.00	245,222.00	-----
Minnesota.....	808,902.93	708,902.93	-----	287,767.57	287,767.57	-----	190,896.81	190,896.81	-----
Mississippi.....	806,096.04	806,096.04	-----	441,476.92	441,476.92	-----	238,370.72	238,370.72	-----
Missouri.....	923,412.08	923,412.08	-----	354,093.79	354,093.79	-----	248,316.48	248,316.48	-----
Montana.....	172,758.58	149,451.58	23,307.31	55,392.67	55,392.67	-----	47,366.22	47,366.22	-----
Nebraska.....	369,411.06	369,136.77	274.29	156,757.22	156,757.22	-----	109,142.12	109,142.12	-----
Nevada.....	150,000.00	24,780.82	125,219.18	40,000.00	4,990.73	35,009.27	40,000.00	9,115.44	30,884.56
New Hampshire.....	150,000.00	98,144.80	51,855.20	40,000.00	22,176.70	17,823.30	40,000.00	28,357.98	11,642.02
New Jersey.....	587,656.53	587,656.53	-----	45,010.99	45,010.99	-----	104,201.03	104,201.03	-----
New Mexico.....	174,501.48	148,027.45	26,474.03	56,114.75	56,114.75	-----	45,386.73	45,386.73	-----
New York.....	1,944,450.42	1,944,450.42	-----	229,825.74	229,825.74	-----	314,927.42	314,927.42	-----
North Carolina.....	1,131,938.91	1,131,938.91	-----	522,128.77	522,128.77	-----	353,618.48	353,618.48	-----
North Dakota.....	242,615.60	216,339.29	26,276.41	103,182.19	103,182.19	-----	69,433.41	69,433.41	-----
Ohio.....	1,316,331.34	1,316,331.34	-----	342,528.45	342,528.45	-----	312,392.07	312,392.07	-----
Oklahoma.....	670,797.05	670,797.05	-----	292,739.74	292,739.74	-----	198,325.88	198,325.88	-----
Oregon.....	257,715.41	254,910.24	2,805.17	81,412.00	81,412.00	-----	75,967.76	75,967.76	-----
Pennsylvania.....	1,737,357.35	1,737,357.35	-----	287,827.35	287,827.35	-----	451,075.51	451,075.51	-----

Estimated proposed allocation of funds to States and Territories for vocational education under S. 619 (based on population returns, 1940 United States census)—Continued

State or Territory	Total			Agriculture (1)			Home economies (2)		
	Total	Allotted on basis of population	Minimum guaranty (\$150,000)	Total	Allotted on basis of farm population	Minimum guaranty (\$40,000)	Total	Allotted on basis of rural population	Minimum guaranty (\$40,000)
Rhode Island.....	\$164,456.96	\$89,354.51	\$75,102.45	\$40,000.00	\$5,445.69	\$34,554.31	\$40,000.00	\$8,163.41	\$31,836.59
South Carolina.....	617,201.03	617,201.03	---	288,397.47	288,397.47	---	195,184.02	195,184.02	---
South Dakota.....	232,703.96	208,152.10	24,551.86	96,692.86	96,692.86	---	66,011.10	66,011.10	---
Tennessee.....	873,811.37	873,811.37	---	401,342.14	401,342.14	---	257,120.16	257,120.16	---
Texas.....	1,680,733.07	1,680,733.07	---	679,408.37	679,408.37	---	476,900.22	476,900.22	---
Utah.....	150,000.00	117,548.68	32,451.32	40,000.00	32,929.02	7,070.98	40,000.00	33,329.57	6,670.43
Vermont.....	150,000.00	95,138.12	53,861.88	40,000.00	33,518.65	6,481.35	40,000.00	32,128.12	7,871.88
Virginia.....	758,555.32	758,555.32	---	310,370.29	310,370.29	---	235,945.24	235,945.24	---
Washington.....	378,958.71	378,958.71	---	107,102.22	107,102.22	---	110,848.78	110,848.78	---
West Virginia.....	517,673.65	517,673.65	---	167,579.07	167,579.07	---	186,197.23	186,197.23	---
Wisconsin.....	746,391.88	746,391.88	---	277,802.78	277,802.78	---	198,553.50	198,553.50	---
Wyoming.....	150,000.00	65,728.53	84,271.47	40,000.00	22,934.34	17,065.66	40,000.00	21,396.56	18,603.44
Alaska.....	150,000.00	15,912.28	134,087.72	40,000.00	752.92	39,247.08	40,000.00	7,508.16	32,491.84
District of Columbia.....	161,861.47	71,721.58	90,139.89	40,000.00	71.42	39,928.58	40,000.00	---	40,000.00
Hawaii.....	157,017.41	102,739.86	54,277.55	47,017.41	47,017.41	---	40,000.00	---	18,340.15
Puerto Rico.....	635,702.53	635,702.53	---	341,116.69	341,116.69	---	177,377.49	177,377.49	---

State or Territory	Trade and industry (3)			Vocational guidance (4)			Distributive occupations (5)		
	Total	Allotted on basis of nonfarm population	Minimum guaranty (\$40,000)	Total	Allotted on basis of total population	Minimum guaranty (\$15,000)	Total	Allotted on basis of total population	Minimum guaranty (\$15,000)
Total.....	\$8,243,150.41	\$8,000,000.00	\$243,150.41	\$1,669,318.66	\$1,500,000.00	\$169,318.66	\$2,603,819.39	\$2,500,000.00	\$103,819.39
Alabama.....	116,566.02	116,566.02	---	31,704.11	31,704.11	---	52,840.19	52,840.19	---
Arizona.....	40,000.00	30,107.18	9,892.82	15,000.00	5,587.31	9,412.69	15,000.00	9,312.18	5,687.82
Arkansas.....	65,429.67	65,429.67	---	21,815.90	21,815.90	---	36,359.83	36,359.83	---
California.....	487,970.34	487,970.34	---	77,301.66	77,301.66	---	128,836.10	128,836.10	---
Colorado.....	68,101.35	68,101.35	---	15,000.00	12,570.98	2,429.02	20,951.64	20,951.64	---
Connecticut.....	125,528.32	125,528.32	---	19,128.40	19,128.40	---	31,880.66	31,880.66	---
Delaware.....	40,000.00	17,254.01	22,745.99	15,000.00	2,982.50	12,017.50	15,000.00	4,970.83	10,029.17
Florida.....	124,569.27	124,569.27	---	21,234.26	21,234.26	---	35,390.43	35,390.43	---
Georgia.....	137,394.28	137,394.28	---	34,958.08	34,958.08	---	58,263.46	58,263.46	---

Idaho.....	40,000.00	25,215.56	14,784.44	15,000.00	5,873.94	9,126.06	15,000.00	9,789.90	5,210.10
Illinois.....	541,279.93	541,279.93		38,379.27	88,379.27		147,298.79	147,298.79	
Indiana.....	204,311.03	204,311.03		38,361.01	38,361.01		63,935.01	63,935.01	
Iowa.....	125,765.07	125,765.07		28,406.16	28,406.16		47,343.60	47,343.60	
Kansas.....	93,423.32	93,423.32		20,155.69	20,155.69		33,592.65	33,592.65	
Kentucky.....	123,975.68	123,975.68		31,845.86	31,845.86		53,076.44	53,076.44	
Louisiana.....	118,134.71	118,134.71		26,454.55	26,454.55		44,090.93	44,090.93	
Maine.....	52,494.34	52,494.34		15,000.00	5,481.44	5,518.56	15,802.40	15,802.40	
Maryland.....	123,274.19	123,274.19		20,381.83	20,381.83		33,969.72	33,969.72	
Massachusetts.....	326,215.89	326,215.89		48,309.11	48,309.11		80,515.18	80,515.18	
Michigan.....	343,097.17	343,097.17		58,821.91	58,821.91		98,036.52	98,036.52	
Minnesota.....	146,907.69	146,907.69		31,249.07	31,249.07		52,081.79	52,081.79	
Mississippi.....	61,077.18	61,077.18		24,439.21	24,439.21		40,732.01	40,732.01	
Missouri.....	208,055.75	208,055.75		42,354.77	42,354.77		70,591.29	70,591.29	
Montana.....	40,000.00	29,996.79	10,003.21	15,000.00	6,200.96	8,739.04	15,000.00	10,434.94	4,565.06
Nebraska.....	63,968.88	63,968.88		15,000.00	14,725.71	274.29	24,542.84	24,542.84	
Nevada.....	40,000.00	7,384.54	32,615.46	15,000.00	1,233.79	13,766.21	15,000.00	2,056.32	12,943.68
New Hampshire.....	40,000.00	32,941.53	7,058.47	15,000.00	5,500.72	9,499.28	15,000.00	9,167.87	5,832.13
New Jersey.....	314,292.34	314,292.34		46,557.06	46,557.06		77,595.11	77,595.11	
New Mexico.....	40,000.00	27,634.88	12,345.12	15,000.00	5,931.66	9,048.34	15,000.00	9,919.43	5,080.57
New York.....	997,438.03	997,438.03		150,847.21	150,847.21		251,412.02	251,412.02	
North Carolina.....	149,603.40	149,603.40		39,970.60	39,970.60		66,617.66	66,617.66	
North Dakota.....	40,000.00	24,566.26	15,433.74	15,000.00	7,184.00	7,816.00	15,000.00	11,973.33	3,023.67
Ohio.....	455,266.34	455,266.34		77,304.18	77,304.18		128,840.30	128,840.30	
Oklahoma.....	110,005.02	110,005.02		26,147.40	26,147.40		43,579.01	43,579.01	
Oregon.....	65,010.94	65,010.94		15,000.00	12,194.83	2,805.17	20,324.71	20,324.71	
Pennsylvania.....	703,002.54	703,002.54		110,794.48	110,794.48		184,657.47	184,657.47	
Rhode Island.....	54,456.96	54,456.96		15,000.00	7,983.17	7,016.83	15,000.00	13,305.28	1,694.72
South Carolina.....	76,923.53	76,923.53		21,261.01	21,261.01		35,435.01	35,435.01	
South Dakota.....	40,000.00	26,260.20	13,739.80	15,000.00	7,195.48	7,804.52	15,000.00	11,992.46	3,007.54
Tennessee.....	128,331.37	128,331.37		32,631.64	32,631.64		54,386.06	54,386.06	
Texas.....	332,926.32	332,926.32		71,789.31	71,789.31		119,648.85	119,648.85	
Utah.....	40,000.00	34,867.14	5,132.86	15,000.00	6,158.61	8,841.39	15,000.00	10,264.34	4,735.66
Vermont.....	40,000.00	19,770.79	20,229.21	15,000.00	4,020.21	10,979.79	15,000.00	6,700.35	8,299.65
Virginia.....	132,325.77	132,325.77		29,967.38	29,967.38		49,945.64	49,945.64	
Washington.....	109,204.41	109,204.41		13,429.99	19,429.99		32,383.31	32,383.31	
West Virginia.....	107,136.57	107,136.57		21,285.29	21,285.29		35,475.49	35,475.49	
Wisconsin.....	176,400.31	176,400.31		35,113.23	35,113.23		58,522.06	58,522.06	
Wyoming.....	40,000.00	13,914.72	26,085.28	15,000.00	8,006.09	12,193.91	15,000.00	4,676.82	10,323.18
Alaska.....	40,000.00	5,486.86	34,513.14	15,000.00	2,811.63	14,188.37	15,000.00	1,352.71	13,647.29
District of Columbia.....	51,861.47	51,861.47		15,000.00	7,420.76	7,579.24	15,000.00	12,367.93	2,632.07
Hawaii.....	40,000.00	21,429.13	18,570.87	15,000.00	4,737.55	10,262.45	15,000.00	7,895.92	7,104.08
Puerto Rico.....	61,424.01	61,424.01		20,919.13	20,919.13		34,865.21	34,865.21	

Calendar No. 1618

79TH CONGRESS
2D SESSION

S. 619

[Report No. 1588]

IN THE SENATE OF THE UNITED STATES

FEBRUARY 26, 1945

Mr. GEORGE (for himself, Mr. THOMAS of Utah, Mr. HILL, Mr. LA FOLLETTE, Mr. AIKEN, and Mr. ELLENDER) introduced the following bill; which was read twice and referred to the Committee on Education and Labor

JUNE 26 (legislative day, MARCH 5), 1946

Reported by Mr. JOHNSTON of South Carolina, with amendments

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To provide vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security.

- 1 *Be it enacted by the Senate and House of Representa-*
- 2 *tives of the United States of America in Congress assembled,*
- 3 ~~That for the purpose of providing vocational education and~~
- 4 ~~retraining, including part-time training and work-experience~~
- 5 ~~programs for the occupational adjustment and readjustment~~
- 6 ~~of youths and adults, including persons demobilized from~~
- 7 ~~essential war work or from the armed services, in order that~~

1 individuals and the Nation may attain economic stability
2 and security, there is hereby authorized to be appropriated
3 for the fiscal year beginning July 1, 1945, and annually there-
4 after, the sum of \$97,500,000: *Provided*, That the several
5 States and Territories shall not be required to match by
6 State or local funds or both the appropriation authorized
7 under the provisions of this section for two years after
8 the President shall have declared the emergency due to
9 the war to have ceased, or one year after Congress by
10 concurrent resolution shall have so declared, but thereafter
11 each State and Territory shall be required to match by
12 State or local funds, or both, 25 per centum of the appro-
13 priations authorized under this section: *Provided further*,
14 That in order to secure the benefits of the appropriation
15 for any purpose specified in this Act, the State board for
16 vocational education shall prepare plans, showing the kinds
17 of vocational education for which it is proposed that the
18 appropriation shall be used; the kinds of schools and equip-
19 ment; courses of study; methods of instruction; qualification
20 of teachers, teacher-trainers, supervisors, and directors; plans
21 for the training of teachers; plans for the supervision of
22 training; plans for the administration of the program of
23 vocational education; plans for educational research in the
24 field of vocational education; and plans for representative
25 advisory committees. That such plans shall be submitted

1 by the State board for vocational education to the United
2 States Office of Education and if the United States Office
3 of Education finds the same to be in conformity with the
4 provisions and purposes of this Act, the same shall be ap-
5 proved. That the State board for vocational education shall
6 make an annual report to the United States Office of Edu-
7 cation, on or before September 1 of each year, on the work
8 in the State and the receipts and expenditures of money
9 under the provisions of this Act: *Provided further*, That
10 the several State boards for vocational education shall ap-
11 point a State director of vocational education, who shall be
12 a full-time employee of the State board for vocational edu-
13 cation, and be qualified by education, training, and adequate
14 supervisory experience in one of the major fields of
15 vocational education.

16 (a) Twenty-four million dollars of the sum authorized
17 for each fiscal year shall be allotted to the States and
18 Territories in the proportion that their total population bears
19 to the total population of the United States and Territories,
20 according to the United States census last preceding the
21 end of the fiscal year in which any such allotment is made,
22 and shall be used for the planning, developing, and operat-
23 ing of area schools organized according to the provisions
24 of the State plan for vocational education, for the purpose
25 of conducting vocational education of less than college grade.

1 Such development and operation of area schools may be
2 held to include—

3 ~~(1)~~ salaries and necessary travel expenses of
4 teachers, supervisors, and directors of vocational train-
5 ing programs of less than college grade operated in, or
6 under the auspices of, such area schools;

7 ~~(2)~~ purchase, rental, or other acquisition of train-
8 ing equipment;

9 ~~(3)~~ instructional supplies;

10 ~~(4)~~ maintenance of plant and equipment;

11 ~~(5)~~ transportation of students attending such
12 schools: *Provided*, That each State plan shall include
13 provisions for an adequate program of vocational train-
14 ing for out-of-school youth and adults: *Provided further*,
15 That not to exceed 10 per centum of this amount may
16 be used annually for the purchase or acquisition of
17 equipment after the fiscal year ending June 30, 1950.

18 ~~(b)~~ Twenty-three million dollars of the sum authorized
19 to be appropriated each year shall be allotted to the States
20 and Territories in the proportion that their farm population
21 bears to the total farm population of the United States and
22 Territories, according to the United States census last pre-
23 ceeding the end of the fiscal year in which any such allotment
24 is made, and shall be used for the salaries and necessary
25 traveling expenses of teachers, teacher-trainers, supervisors,

1 and directors of agricultural subjects, including training in
2 farm mechanics, related rural-service occupations, produc-
3 tion and conservation of food for family use, other farm
4 vocational educational service programs, and activities of
5 the Future Farmers of America and New Farmers of Amer-
6 ica; and for assisting States in the maintenance of an ade-
7 quate program of administration, supervision, teacher-training
8 and educational research in the field of vocational education
9 in agriculture, and costs for other services necessary to the
10 operation of an efficient agricultural education program; and
11 for equipment for agricultural instruction, including farm
12 mechanics, related farm occupations, production and conser-
13 vation of food for family use, and other farm vocational
14 educational service facilities in each of the States and Terri-
15 tories, in accordance with the State plan submitted to and
16 approved by the United States Office of Education by the
17 several State boards for vocational education in the several
18 States and Territories: *Provided*, That each State plan shall
19 include provisions for an adequate program of vocational
20 training for out-of-school youth and adults and persons re-
21 turning to farms from the armed services and war industries:
22 *Provided further*, That not to exceed 10 per centum of this
23 amount may be used annually for the purchase or acquisition
24 of equipment after the fiscal year ending June 30, 1950.

25 (e) Sixteen million dollars of the sum authorized to be

1 appropriated each year shall be allotted to the States and
2 Territories in the proportion that their rural population
3 bears to the total rural population of the United States and
4 Territories, according to the United States census last pre-
5 ceeding the end of the fiscal year in which any such allot-
6 ment is made, and shall be available for use in both urban
7 and rural communities for the salaries and necessary travel
8 expenses of teachers, teacher-trainers, supervisors, and direc-
9 tors of home-economics subjects, including training in home-
10 making for young people whose homemaking experiences
11 have been interrupted by the war, and for women return-
12 ing from the armed services and war industries, in conserva-
13 tion of food and other family resources, and in occupations
14 related to homemaking involving home-economics informa-
15 tion and skills; and for assisting States in the maintenance
16 of an adequate program of administration, supervision,
17 teacher-training and educational research in the field of
18 vocational home economics, and cost of other educational
19 services necessary to the operation of an efficient home-
20 economics education program; and to purchase, rent, or
21 otherwise acquire equipment to be used for training pur-
22 poses only for such home-economics instruction in such
23 States and Territories, in accordance with the approved
24 State plan for vocational education: *Provided*, That such
25 State plan shall include adequate provisions for programs of

1 vocational training for out-of-school youth and for adults:
2 *Provided further,* That not to exceed 10 per centum of this
3 amount may be used annually for the purchase or acquisition
4 of equipment after the fiscal year ending June 30, 1950.

5 (d) Sixteen million dollars of the total sum authorized
6 to be appropriated each year shall be allotted to the States
7 and Territories in the proportion that their nonfarm popula-
8 tion bears to the total nonfarm population of the United
9 States and Territories, according to the United States census
10 last preceding the end of the fiscal year in which any such
11 allotment is made, and shall be used for the salaries and
12 necessary travel expenses of teachers, teacher-trainers, super-
13 visors, and directors of trade and industrial subjects, and
14 for assisting States in the maintenance of an adequate pro-
15 gram of administration, supervision, teacher-training and
16 educational research in the field of vocational education in
17 trades and industries, and costs for other services necessary
18 to the operation of an efficient trade and industrial education
19 program, and to purchase, rent, or otherwise acquire equip-
20 ment to be used for training purposes only for such trade
21 and industrial instruction in such States and Territories in
22 accordance with the approved State plan for vocational
23 education: *Provided,* That not to exceed 10 per centum of
24 this amount may be used annually for the purchase or acqui-
25 sition of equipment after the fiscal year ending June 30,

1 1950: *Provided further*, That each State plan shall include
2 provisions for an adequate program of vocational training,
3 including apprentice training or part-time training and work-
4 experience programs, for out-of-school youth and for adults.

5 (e) Four million dollars of the sum authorized to be
6 appropriated each year shall be allotted to the States and
7 Territories in the proportion that their total population bears
8 to the total population of the United States and Territories,
9 according to the United States census last preceding the end
10 of the fiscal year in which any such allotment is made, and
11 shall be used for the salaries and necessary travel expenses
12 of vocational counselors, teacher-trainers, supervisors, and
13 directors of State and local vocational programs of occupa-
14 tional information and guidance for youth and adults, and
15 for the training of such vocational counselors, supervisors,
16 and directors, and to purchase equipment necessary for such
17 programs in accordance with the approved State plan for
18 vocational education; and for assisting States in the mainte-
19 nance of an adequate program of administration, super-
20 vision, teacher-training and educational research in the field
21 of occupational information and guidance, and costs of other
22 services necessary to the operation of an efficient occupa-
23 tional information and guidance program: *Provided*, That
24 not to exceed 10 per centum of this amount may be used

1 annually for the purchase or acquisition of equipment after
2 the fiscal year ending June 30, 1950.

3 (f) Two million dollars of the sum authorized to be
4 appropriated each year shall be allotted to the States and
5 Territories in the proportion that their total population
6 bears to the total population of the United States and Terri-
7 tories, according to the United States census last preceding
8 the end of the fiscal year in which any such allotment is
9 made, and shall be used for salaries and necessary travel
10 expenses of teachers, teacher-trainers, supervisors, and di-
11 rectors of vocational training for public-service occupations,
12 and for assisting States in the maintenance of an adequate
13 program of administration, supervision, teacher-training and
14 educational research in the field of vocational training in
15 public-service occupations, and costs of other services neces-
16 sary to the operation of an efficient public-service-occupations
17 program, and to purchase, rent, or otherwise acquire equip-
18 ment to be used for training purposes only for such instruc-
19 tion in such States and Territories, in accordance with the
20 approved State plan for vocational education: *Provided*, That
21 not to exceed 10 per centum of this amount may be used
22 annually for the purchase or acquisition of equipment after
23 the fiscal year ending June 30, 1950.

24 (g) Seven million dollars of the sum authorized to be

1 appropriated each year shall be allotted to the States and
2 Territories in the proportion that their total population bears
3 to the total population of the United States and Territories;
4 according to the United States census last preceding the
5 end of the fiscal year in which any such allotment is made,
6 and shall be used for the salaries and necessary travel
7 expenses of teachers, teacher-trainers, supervisors, and
8 directors of distributive occupational subjects, and for assist-
9 ing States in the maintenance of an adequate program of
10 administration, supervision, teacher-training and educational
11 research in the field of distributive education, and costs of
12 other services necessary to the operation of an efficient dis-
13 tributive occupations program, and to purchase, rent, or
14 otherwise acquire equipment to be used for training pur-
15 poses only for such distributive occupational subjects in-
16 struction in such States and Territories in accordance with
17 the approved State plan for vocational education: *Provided*,
18 That not to exceed 10 per centum of this amount may be
19 used annually for the purchase or acquisition of equipment
20 after the fiscal year ending June 30, 1950: *Provided further*,
21 That the appropriation made by this Act for distributive
22 occupational subjects shall be limited to part-time and eve-
23 ning schools and classes for employed workers and to pre-
24 employment schools and classes on a post-high-school level
25 of less than college grade.

1 (h) Five million dollars of the sum authorized to be
2 appropriated each year shall be allotted to the States and
3 Territories in the proportion that their total population bears
4 to the total population of the United States and Territories,
5 according to the United States census last preceding the end
6 of the fiscal year in which any such allotment is made, and
7 shall be used for the salaries and necessary travel expenses
8 of teachers, teacher-trainers, supervisors, and directors of
9 office occupational subjects, and for assisting States in the
10 maintenance of an adequate program of administration, super-
11 vision, teacher-training, educational research in the field of
12 office occupational education, and cost of other services
13 necessary to the operation of an efficient program in preem-
14 ployment office occupational subjects offered on a vocational
15 training basis in the last year of the senior high school,
16 and/or in schools on the post-high-school level of less than
17 college grade, and/or for part-time and evening schools
18 and classes for employed workers; and to purchase, rent,
19 or otherwise acquire equipment to be used for training pur-
20 poses only for such instruction in such States and Territories
21 in accordance with the approved State plan for vocational
22 education: *Provided*, That not to exceed 10 per centum of
23 this amount may be used annually for the purchase or ac-
24 quisition of equipment after the fiscal year ending June
25 30, 1950: *Provided further*, That the teachers of these

1 classes shall be occupationally competent through experi-
2 ence and training as set forth in the State plan for voca-
3 tional education; and further, that the students of these classes
4 shall spend at least one-half of the total school time in voca-
5 tional classes and, further, that each State plan for vocational
6 education shall include provisions for an adequate program
7 of vocational training for out-of-school youth and for adults.

8 (i) Five hundred thousand dollars of the sum authorized
9 to be appropriated each year shall be allotted to the States
10 and Territories in the proportion that their total popula-
11 tion bears to the total population of the United States
12 and Territories, according to the United States census last
13 preceeding the end of the fiscal year in which any such al-
14 lotment is made, and shall be used for the salaries and
15 necessary travel expenses of State supervisors of industrial-
16 arts education in accordance with the approved State plan
17 for vocational education and for assisting States in the
18 maintenance of an adequate program of administration,
19 supervision, educational research in the field of industrial-
20 arts education necessary to the operation of an efficient in-
21 dustrial-arts education program.

22 SEC. 2. The allotment to any State and Territory for
23 each type of training in this Act shall be not less than a
24 minimum of \$90,000 for area vocational schools; \$80,000
25 each for agriculture, home economics, trade, and industrial

1 education; and \$20,000 each for occupational information
2 and guidance, distributive occupations, vocational business
3 education, and public-services training; and \$5,000 for in-
4 dustrial arts for any fiscal year and shall not be required
5 to be matched by State or local funds, or both, for the year
6 ending June 30, 1945, and the year ending June 30, 1946;
7 but thereafter each State and Territory shall be required to
8 match by State or local funds, or both, 25 per centum
9 of its minimum allotment under this Act, and there is
10 hereby authorized to be appropriated for the fiscal year
11 beginning July 1, 1945, and annually thereafter, such ad-
12 ditional sum as may be needed for the purpose of providing
13 the minimum allotments to the States and Territories pro-
14 vided for in this section.

15 SEC. 3. Such portions of the sums allotted to any State
16 or Territory, including minimum allotments to States and
17 Territories, under the provisions of this Act, that will not be
18 used in any fiscal year for the purposes for which it was
19 allotted, may be reallocated on or before September 1 in that
20 year proportionately to the other States where a need exists
21 and which are prepared to use additional Federal funds for
22 the same purpose.

23 SEC. 4. The Secretary of the Treasury, through the
24 Division of Disbursement of the Treasury Department, shall,

1 upon the certification of the United States Commissioner
2 of Education; pay, in equal semiannual payments, on the
3 1st day of July and January of each year to the custodian
4 for vocational education of each State and Territory design-
5 nated in the Act approved February 23, 1917, the moneys
6 to which the State or Territory is entitled under the provi-
7 sions of this Act.

8 SEC. 5. The appropriations made by this Act shall be
9 in addition to and shall, except as otherwise provided in
10 this Act, be subject to the same conditions and limitations
11 as the appropriations made by the Act entitled "An Act
12 to provide for the promotion of vocational education; to
13 provide cooperation with the States in the promotion of
14 such education in agriculture and in the trades and indus-
15 tries; to provide cooperation with the States in the prep-
16 aration of teachers of vocational subjects; and to appropriate
17 money and regulate its expenditures", approved February
18 23, 1917; except that the appropriations made by this Act
19 for home economics shall be subject to the conditions and
20 limitations applicable to the appropriation for agricultural
21 purposes under such Act of February 23, 1917, with the
22 exception of that part of section 10 thereof which requires
23 directed or supervised practice for at least six months per
24 year; that preemployment schools and classes organized
25 for persons over eighteen years of age, or who have left

1 the full-time school, may be operated for less than nine
2 months per year and less than thirty hours per week and
3 without the requirement that a minimum of 50 per centum
4 of the time must be given to shop work on a useful or
5 productive basis; that part-time schools and classes may be
6 operated for less than one hundred and forty-four hours
7 per year; that the provisions of section 11 of the Act of
8 February 23, 1917, requiring at least one-third of the sum
9 appropriated to any State to be expended for part-time
10 schools or classes shall be held to include any part-time day-
11 school classes for workers sixteen years of age and over,
12 and evening-school classes for workers sixteen years of age
13 and over; that the appropriations made by this Act for
14 distributive occupational subjects in part-time and evening
15 schools shall be limited as provided in said Act of February
16 23, 1917, for trade, home economics, and industrial subjects
17 and as qualified by the provisions of this section.

18 SEC. 6. That in order to receive the benefits of the
19 appropriations made in this Act, the State board for voca-
20 tional education of each State and Territory shall include
21 in its State plan provision for the utilization of representa-
22 tive advisory committees, and where the interests of labor
23 and management are involved they shall have equal
24 representation.

25 SEC. 7. No part of the appropriations herein authorized

1 shall be expended in industrial-plant training programs,
 2 except that such industrial-plant training be bona fide vo-
 3 cational training, and not a device to utilize the services of
 4 vocational trainees for private profit.

5 SEC. 8. Instruction of less than college grade shall
 6 mean instruction necessary to develop occupational skills
 7 and judgments and to acquire related knowledge for occu-
 8 pational preparation or occupational advancement, and
 9 which does not require college matriculation or lead to a
 10 college degree.

11 SEC. 9. As used in this Act, the term "States and
 12 Territories" means the several States, the Territories of
 13 Alaska and Hawaii, the island of Puerto Rico, and the
 14 District of Columbia.

15 *That the Act approved June 8, 1936, entitled "An Act*
 16 *to provide for the further development of vocational educa-*
 17 *tion in the several States and Territories" (49 Stat. 1488,*
 18 *ch. 541), is amended to read as follows:*

19 "SHORT TITLE

20 "SECTION 1. This Act may be cited as the 'Vocational
 21 Education Act of 1946.'

22 "DEFINITIONS

23 "SEC. 2. As used in this Act—

24 "(1) the term 'States and Territories' means the
 25 several States, the Territories of Alaska and Hawaii,

the island of Puerto Rico, and the District of Columbia;

“(2) the terms ‘State plan’ and ‘State board’ shall have the meaning which terms have in the Smith-Hughes Vocational Education Act; and

“(3) the term ‘Smith-Hughes Vocational Education Act’ means the Act approved February 23, 1917 (39 Stat. 929, ch. 114).

“AUTHORIZATION FOR APPROPRIATIONS FOR VOCATIONAL

EDUCATION

“SEC. 3. (a) For the purpose of assisting the several States and Territories in the further development of vocational education, there is authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter—

“(1) \$10,000,000 for vocational education in agriculture, including supervision of the activities, related to vocational education in agriculture, of the Future Farmers of America and the New Farmers of America, to be apportioned for expenditure in the several States and Territories in the proportion that their farm population bears to the total farm population of the States and Territories, according to the last preceding United States census;

“(2) \$8,000,000 for vocational education in home economics, to be apportioned for expenditure in the

1 *several States and Territories in the proportion that*
2 *their rural population bears to the total rural population*
3 *of the States and Territories, according to the last*
4 *preceding United States census;*

5 “(3) \$8,000,000 for vocational education in
6 *trades and industry, to be apportioned for expenditure*
7 *in the several States and Territories in the proportion*
8 *that their nonfarm population bears to the total nonfarm*
9 *population of the States and Territories, according to*
10 *the last preceding United States census;*

11 “(4) \$1,500,000 for vocational guidance, to be
12 *apportioned for expenditure in the several States and*
13 *Territories in the proportion that their total population*
14 *bears to the total population of the States and Territories,*
15 *according to the last preceding United States census; and*

16 “(5) \$2,500,000 for vocational education in distrib-
17 *utive occupations, to be apportioned for expenditure*
18 *in the several States and Territories in the proportion*
19 *that their total population bears to the total popula-*
20 *tion of the States and Territories, according to the last*
21 *preceding United States census;*

22 “(b) The funds appropriated under authority of para-
23 *graphs (1) to (5), inclusive, of subsection (a) of this sec-*
24 *tion may be used for assisting the several States and Terri-*
25 *tories, for the purposes therein specified, in the maintenance*

1 of adequate programs of administration, supervision, and
2 teacher-training; for salaries and necessary travel expenses
3 of teachers, teacher-trainers, vocational counselors, super-
4 visors and directors of vocational education and vocational
5 guidance; for securing necessary educational information and
6 data as a basis for the proper development of programs of
7 vocational education and vocational guidance; for training
8 and work-experience training programs for out-of-school
9 youth; for training programs for apprentices; for purchase
10 or rent of equipment and supplies for vocational instruction:
11 Provided, That all expenditures for the purposes as set forth
12 in this section shall be made in accordance with the State plan
13 for vocational education.

14 “(c) Notwithstanding the provisions of subsection (a),
15 the amount to be available for expenditure in any State or
16 Territory shall be not less, for any fiscal year, than \$40,000
17 each for vocational education in agriculture, in home eco-
18 nomics, and in trades and industry; \$15,000 each for voca-
19 tional guidance and vocational education in distributive
20 occupations and there is hereby authorized to be appropriated
21 for the fiscal year beginning July 1, 1946, and annually
22 thereafter, such additional sums as may be needed for the
23 purpose of providing such minimum amounts.

24 “REQUIREMENTS AS TO MATCHING OF FUNDS

25 “SEC. 4. The several States and Territories, in order to

1 receive the benefits of this Act, shall be required to match
 2 by State and local funds or both 50 per centum of the appro-
 3 priations made under authority of section 3 until June 30,
 4 1951; 60 per centum for the year ending June 30, 1952;
 5 70 per centum for the year ending June 30, 1953; 80 per
 6 centum for the year ending June 30, 1954; 90 per centum
 7 for the year ending June 30, 1955; and annually thereafter
 8 100 per centum of the appropriations so made.

9 "MAKING OF PAYMENTS

10 "SEC. 5. The Secretary of the Treasury, through the
 11 Fiscal Service of the Treasury Department, shall, upon the
 12 certification of the United States Commissioner of Educa-
 13 tion, pay, in equal semiannual payments, on the first day of
 14 July and January of each year, to the custodian for voca-
 15 tional education of each State and Territory designated in
 16 the Smith-Hughes Vocational Education Act, the moneys to
 17 which the State or Territory is entitled under the provisions
 18 of this Act.

19 "AVAILABILITY OF FUNDS FOR SALARY AND EXPENSES OF
 20 STATE DIRECTORS

21 "SEC. 6. Funds appropriated under authority of section
 22 3 shall be available, on a prorated basis determined by the
 23 State board, for the salary and necessary travel expenses of
 24 a State director of vocational education selected by the State
 25 board, in accordance with the requirements of the State

1 *plan, on the basis of his technical and professional qualifica-*
2 *tions including experience in vocational education as a*
3 *teacher and supervisor.*

4 “*APPLICABILITY OF SMITH-HUGHES VOCATIONAL*
5 *EDUCATION ACT*

6 “*SEC. 7. The appropriations made under authority of*
7 *this Act shall be in addition to, and shall be subject to the*
8 *same conditions and limitations as, the appropriations made*
9 *to carry out the Smith-Hughes Vocational Education Act;*
10 *except that (1) the appropriations made under authority of*
11 *this Act for home economics shall be subject to the condi-*
12 *tions and limitations applicable to the appropriation for agri-*
13 *cultural purposes under the Smith-Hughes Vocational Edu-*
14 *cation Act, with the exception of that part of section 10*
15 *thereof which requires directed or supervised practice for*
16 *at least six months per year; (2) such moneys as are pro-*
17 *vided under authority of this Act for trade and industrial*
18 *subjects, and public and other service occupations, may be*
19 *expended for part-time classes operated for less than one*
20 *hundred and forty-four hours per year; (3) the provisions*
21 *of section 11 of the Smith-Hughes Vocational Education*
22 *Act, requiring at least one-third of the sum appropriated to*
23 *any State to be expended for part-time schools or classes*
24 *shall be held to include any part-time day-school classes*
25 *for workers sixteen years of age and over, and evening-*

1 school classes for workers sixteen years of age and over;
2 (4) the appropriations made by this Act for distribu-
3 tive occupational subjects shall be limited to part-time
4 and evening schools as provided in the Smith-Hughes
5 Vocational Education Act, for trade, home economics, and
6 industrial subjects and as qualified by the provisions of this
7 section; (5) preemployment schools and classes organized
8 for persons over eighteen years of age or who have left the
9 full-time school may be operated for less than nine months
10 per year and less than thirty hours per week and without the
11 requirement that a minimum of 50 per centum of the time
12 must be given to shop work on a useful or productive basis;
13 and (6) the appropriations available under section 9 of this
14 Act shall be available for expenses of attendance at meet-
15 ings of educational associations and other organizations and
16 for expenses of conferees called to meet in the District of
17 Columbia or elsewhere, which, in the opinion of the Com-
18 missioner, are necessary for the efficient discharge of the
19 provisions of this Act.

20 "RESTRICTIONS AND CONDITIONS

21 "SEC. 8. (a) No part of the appropriations made under
22 authority of this Act shall be expended in industrial-plant
23 training programs, except such industrial-plant training be
24 bona fide vocational training, and not a device to utilize the
25 services of vocational trainees for private profit.

1 “(b) In order to receive the benefits of the appropria-
 2 tions made under authority of this Act, the State board for
 3 vocational education of each State and Territory shall include
 4 in its State plan provision for the utilization of representa-
 5 tive advisory committees, and where the interests of labor
 6 and management are involved they shall have equal repre-
 7 sentation.

8 “(c) After June 30, 1951; not more than 10 per
 9 centum of the amount appropriated for each of the purposes
 10 specified in section 3 (a) shall be used for the purchase or
 11 acquisition of equipment.

12 “APPROPRIATIONS FOR OFFICE OF EDUCATION

13 “SEC. 9. For the purpose of carrying out the provisions
 14 of this Act there is hereby authorized to be appropriated to
 15 the Office of Education, Federal Security Agency, for voca-
 16 tional education, for the fiscal year beginning July 1, 1937,
 17 and annually thereafter the sum of \$350,000, to be expended
 18 for the same purposes and in the same manner as provided
 19 in section 7 of the Smith-Hughes Vocational Education Act,
 20 as amended October 6, 1917.”

Amend the title so as to read: “A bill to amend the Act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories.”

A BILL

To provide vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security.

By Mr. GEORGE, Mr. THOMAS of Utah, Mr. HULL,
Mr. LA FOLLETTE, Mr. AIKEN, and Mr.
ELIENDER

FEBRUARY 26, 1945

Read twice and referred to the Committee on
Education and Labor

JUNE 26 (legislative day, MARCH 5), 1946

Reported with amendments

stockpiling strategic and critical materials (pp. 8418-20).

16. LABOR. Received the President's message stating that he has approved H. R. 32, the Hobbs anti-racketeering bill, after receiving an opinion from the Attorney General regarding its effect (p. 8417).
17. HOUSING. Rep. Healy, Calif., spoke in favor of S. 1592, the Wagner-Elender-Taft bill (p. 8378).
18. FLOOD CONTROL. Received from the War Department flood-control survey reports on Clinton and Skagway Rivers (H. Docs. 694, 695). To Flood Control Committee. (p. 8423.)
19. ADJOURNED until Fri., July 5 (p. 8423). Legislative program this week, as announced by the majority leaders: Mon., Tues., Thurs., Fri., Sat., British loan; Wed., Calendar Wed.; after British loan, atomic energy (p. 8418).

BILLS INTRODUCED - July 3

20. PAYMENTS IN LIEU OF TAXES. S. 2410, by Sen. Bushfield, S. Dak., to provide for a uniform method of payments to the States on account of U. S. lands. To Public Lands and Surveys Committee. (p. 8320.)
21. BUILDINGS AND GROUNDS. S. 2412, by Sen. Andrews, Fla., to provide for site acquisition and design of Federal buildings. To Public Buildings and Grounds Committee. (p. 8320.)
22. PRICE CONTROL. H. J. Res. 376, by Rep. Kunkel, Pa., "providing for price control." To Banking and Currency Committee. (p. 8424.)
23. SUGAR SUPPLY. H. Res. 695, by Rep. Price, Fla., providing for appointment of a select committee to investigate the sugar supply. To Rules Committee. (p. 8424.)

ITEMS IN APPENDIX - July 3

24. PRICE CONTROL. Various speeches, insertions, etc. (pp. A4092-3, 4104-5, 4106, 4108, 4109, 4110-11).
25. DAIRY INDUSTRY. Extension of remarks of Rep. Doyle, Calif., on Calif. observation of dairy month (pp. A4089-92).
26. HOUSING. Various statements, insertions, etc., on the housing program (pp. A4108-9, 4113, 4120, 4120-1, 4124, 4127).
27. FOOD-CLOTHING SHORTAGE. Rep. Rogers, Mass., inserted a letter from J.F. Hodge stating that New England has been discriminated against in the distribution of food and clothing (p. A4111).
28. FERTILIZER. Rep. Cooley, N. C., inserted a National Grange statement opposing the provision in the Government corporations appropriation bill for a TVA fertilizer plant (p. A4123).
29. FARMERS' AVIATION. Rep. Hagen, Minn., inserted a Plane Talk Magazine article, "How Planes Serve the Farmer" (pp. A4125-6).
30. CONGRESSIONAL REORGANIZATION. Rep. Lane, Mass., inserted a National Policies Committee statement favoring congressional reorganization (pp. A4126-7).

31. PRICE CONTROL. The Banking and Currency Committee reported with amendment H. J. Res. 371, to continue the Price Control and Stabilization Acts (pp. 8459-63). Except for modification of the Taft and Wherry amendments, this measure, as reported by the Committee, is the same as the bill which was vetoed.

SENATE - July 5

32. PRICE CONTROL. Began debate on H.J. Res. 371, to extend the Price Control and Stabilization Acts (pp. 8430-1, 8445-63).
Sen. Wherry, Nebr., submitted an amendment which he intends to propose to H.J. Res. 371, which would exclude livestock, poultry, and eggs or their products from price control (pp. 8445-6) and an amendment providing for a prewar mark-up on any commodity calculated on the average percentage mark-up of distributors and retailers for such commodity for the period between Oct. 1 and 15, 1945 (pp. 8446-7).
Sens. Taft (Ohio) and McCarran (Nev.) submitted amendments which they intend to propose to H.J. Res. 371 (p. 8428).
Sen. Wagner, N.Y., inserted Elmo Roper's N.Y. Herald Tribune article stating that a poll taken indicates a majority of the public in favor of OPA continuation (pp. 8428-9).
Sen. Capper, Kans., inserted an Atchison (Kans.) Globe editorial questioning whether or not prices would remain stable without price control (p. 8429).
Sen. Robertson, Wyo., inserted a Washington Post editorial, "What Price Meat" (p. 8429).
Received sundry citizens' petitions favoring and opposing OPA continuation (p. 8426).
33. FLOOD CONTROL. Passed with amendments H.R. 6597, the omnibus flood-control bill (pp. 8448-53). As passed the bill differs in the following respects from the form in which it passed the House: The amount authorized for improvements by the War Department is increased by \$22,000,000; authorization for several specific projects is added; an irrigation storage reservoir on the North Canadian River project is authorized; and a report by the U.S. Army Engineers is required before Congress can authorize or hold hearings on any flood control project.
Sens. Brooks, Hart, Brewster, and Cordon were appointed conferees (p. 8453). House conferees not yet appointed.
34. RIVERS AND HARBORS. Passed with amendments H.R. 6407, the omnibus rivers and harbors bill (pp. 8431-45, 8447-8). Senate conferees were appointed (p. 8448). House conferees not yet appointed.
35. VOCATIONAL EDUCATION. Passed as reported S. 619, to provide for the further development of vocational education in the U.S. and its territories (pp. 8453-5). This bill provides additional Federal grants-in-aid in order to extend the present vocational education program in agriculture, home economics, trade and industry, distributive occupations, and vocational guidance; and continues the present method of administering vocational education by States and local communities as provided in the original George-Deen Act. The committee decreased the total authorizations from \$97,500,000 to \$16,150,000 by eliminating the items for public service training; training for office occupations; area vocational schools; and State supervision of industrial arts education.
36. TRADE MARKS. Passed as reported H.R. 3424, to permit renewal of certain trademark registrations at their expiration (pp. 8455-6).
37. EXPENDITURES. Sen. Taft, Ohio, inserted estimates of Federal expenditures for

ment of the amendments and the third reading of the bill.

The amendments were ordered to be engrossed, and the bill to be read a third time.

The bill (H. R. 6597) was read the third time and passed.

Mr. OVERTON. Mr. President, I move that the Senate insist on its amendments, request a conference with the House of Representatives thereon, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the President pro tempore appointed Mr. OVERTON, Mr. BILBO, Mr. RADCLIFFE, Mr. PEPPER, Mr. MEAD, Mr. BREWSTER, Mr. WILEY, Mr. ROBERTSON, and Mr. CORDON conferees on the part of the Senate.

Mr. WHITE subsequently said: Mr. President, a few moments ago, at the suggestion of the Commerce Committee, I believe, the Chair designated certain minority Members to serve as conferees on both the rivers and harbors bill conference and the flood-control bill conference. Among them were the Senator from Oregon [Mr. CORDON] and the Senator from Maine [Mr. BREWSTER]. Both of them were members of the committee which participated at the inauguration of the new President of the Republic of the Philippines. Because of that situation, they will be absent for some days. Therefore, I ask unanimous consent that both of them may be excused from service as conferees, and that the Chair appoint two other Senators to serve in their stead.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Maine? The Chair hears none. Without objection, the Senator from Oregon [Mr. CORDON] and the Senator from Maine [Mr. BREWSTER] are excused from service as conferees on the rivers and harbors bill and the flood-control bill.

Mr. OVERTON. Mr. President, I suggest, if I may do so, that the next minority members of the committee in order of seniority are the Senator from Illinois [Mr. BROOKS] and the Senator from Connecticut [Mr. HART].

The PRESIDING OFFICER. The Chair appoints the Senator from Illinois [Mr. BROOKS] and the Senator from Connecticut [Mr. HART] to fill the vacancies on the committees on conference on the two bills, in place of the Senator from Maine [Mr. BREWSTER] and the Senator from Oregon [Mr. CORDON].

VOCATIONAL EDUCATION AND RETRAINING

Mr. GEORGE. Mr. President, without prejudice to the regular order, I ask that the unfinished business be temporarily laid aside, and that the Senate proceed to the consideration of Senate bill 619, Calendar No. 1618.

The PRESIDENT pro tempore. Is there objection to the request of the Senator from Georgia?

There being no objection, the Senate proceeded to consider the bill (S. 619) to provide vocational education and retraining, including part-time training and work-experience programs for the occupational adjustment and readjustment of youth and adults, including persons

demobilized from essential war work or from the armed services, in order that individuals and the Nation may attain economic stability and security, which had been reported from the Committee on Education and Labor with an amendment to strike out all after the enacting clause and insert:

That the act approved June 8, 1936, entitled "An act to provide for the further development of vocational education in the several States and Territories" (49 Stat. 1488, ch. 541), is amended to read as follows:

"SHORT TITLE

"SECTION 1. This act may be cited as the 'Vocational Education Act of 1946.'

"DEFINITIONS

"SEC. 2. As used in this act—

"(1) the term 'States and Territories' means the several States, the Territories of Alaska and Hawaii, the island of Puerto Rico, and the District of Columbia;

"(2) the terms 'State plan' and 'State board' shall have the meaning which terms have in the Smith-Hughes Vocational Education Act; and

"(3) the term 'Smith-Hughes Vocational Education Act' means the act approved February 23, 1917 (39 Stat. 929, ch. 114).

"AUTHORIZATION FOR APPROPRIATIONS FOR VOCATIONAL EDUCATION

"SEC. 3. (a) For the purpose of assisting the several States and Territories in the further development of vocational education, there is authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter—

"(1) \$10,000,000 for vocational education in agriculture, including supervision of the activities, related to vocational education in agriculture, of the Future Farmers of America and the New Farmers of America, to be apportioned for expenditure in the several States and Territories in the proportion that their farm population bears to the total farm population of the States and Territories, according to the last preceding United States census;

"(2) \$8,000,000 for vocational education in home economics, to be apportioned for expenditure in the several States and Territories in the proportion that their rural population bears to the total rural population of the States and Territories, according to the last preceding United States census;

"(3) \$8,000,000 for vocational education in trades and industry, to be apportioned for expenditure in the several States and Territories in the proportion that their nonfarm population bears to the total nonfarm population of the States and Territories, according to the last preceding United States census;

"(4) \$1,500,000 for vocational guidance, to be apportioned for expenditure in the several States and Territories in the proportion that their total population bears to the total population of the States and Territories, according to the last preceding United States census; and

"(5) \$2,500,000 for vocational education in distributive occupations, to be apportioned for expenditure in the several States and Territories in the proportion that their total population bears to the total population of the States and Territories, according to the last preceding United States census;

"(b) The funds appropriated under authority of paragraphs (1) to (5), inclusive, of subsection (a) of this section may be used for assisting the several States and Territories, for the purposes therein specified, in the maintenance of adequate programs of administration, supervision, and teacher-training; for salaries and necessary travel expenses of teachers, teacher-trainers, vocational counselors, supervisors and directors of vocational education and vocational guid-

ance; for securing necessary educational information and data as a basis for the proper development of programs of vocational education and vocational guidance; for training and work-experience training programs for out-of-school youth; for training programs for apprentices; for purchase or rent of equipment and supplies for vocational instruction: *Provided*, That all expenditures for the purposes as set forth in this section shall be made in accordance with the State plan for vocational education.

"(c) Notwithstanding the provisions of subsection (a), the amount to be available for expenditure in any State or Territory shall be not less, for any fiscal year, than \$40,000 each for vocational education in agriculture, in home economics, and in trades and industry; \$15,000 each for vocational guidance and vocational education in distributive occupations and there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter, such additional sums as may be needed for the purpose of providing such minimum amounts.

"REQUIREMENTS AS TO MATCHING OF FUNDS

"SEC. 4. The several States and Territories, in order to receive the benefits of this act, shall be required to match by State and local funds or both 50 percent of the appropriations made under authority of section 3 until June 30, 1951; 60 percent for the year ending June 30, 1952; 70 percent for the year ending June 30, 1953; 80 percent for the year ending June 30, 1954; 90 percent for the year ending June 30, 1955; and annually thereafter 100 percent of the appropriations so made.

"MAKING OF PAYMENTS

"SEC. 5. The Secretary of the Treasury, through the Fiscal Service of the Treasury Department, shall, upon the certification of the United States Commissioner of Education, pay, in equal semiannual payments, on the first day of July and January of each year, to the custodian for vocational education of each State and Territory designated in the Smith-Hughes Vocational Education Act, the moneys to which the State or Territory is entitled under the provisions of this act.

"AVAILABILITY OF FUNDS FOR SALARY AND EXPENSES OF STATE DIRECTORS

"SEC. 6. Funds appropriated under authority of section 3 shall be available, on a prorated basis determined by the State board, for the salary and necessary travel expenses of a State director of vocational education selected by the State board, in accordance with the requirements of the State plan, on the basis of his technical and professional qualifications including experience in vocational education as a teacher and supervisor.

"APPLICABILITY OF SMITH-HUGHES VOCATIONAL EDUCATION ACT

"SEC. 7. The appropriations made under authority of this act shall be in addition to, and shall be subject to the same conditions and limitations as, the appropriations made to carry out the Smith-Hughes Vocational Education Act; except that (1) the appropriations made under authority of this act for home economics shall be subject to the conditions and limitations applicable to the appropriation for agricultural purposes under the Smith-Hughes Vocational Education Act, with the exception of that part of section 10 thereof which requires directed or supervised practice for at least 6 months per year; (2) such moneys as are provided under authority of this act for trade and industrial subjects, and public and other service occupations, may be expended for part-time classes operated for less than 144 hours per year; (3) the provisions of section 11 of the Smith-Hughes Vocational Education Act, requiring at least one-third of the sum appropriated to any State to be expended for part-time schools or classes shall be held to

include any part-time day-school classes for workers 16 years of age and over, and evening-school classes for workers 16 years of age and over; (4) the appropriations made by this act for distributive occupational subjects shall be limited to part-time and evening schools as provided in the Smith-Hughes Vocational Education Act, for trade, home economics, and industrial subjects and as qualified by the provisions of this section; (5) preemployment schools and classes organized for persons over 18 years of age or who have left the full-time school may be operated for less than 9 months per year and less than 30 hours per week and without the requirement that a minimum of 50 percent of the time must be given to shop work on a useful or productive basis; and (6) the appropriations available under section 9 of this act shall be available for expenses of attendance at meetings of educational associations and other organizations and for expenses of conferees called to meet in the District of Columbia or elsewhere, which in the opinion of the Commissioner, are necessary for the efficient discharge of the provisions of this act.

"RESTRICTIONS AND CONDITIONS"

"SEC. 8. (a) No part of the appropriations made under authority of this act shall be expended in industrial-plant training programs, except such industrial-plant training be bona fide vocational training, and not a device to utilize the services of vocational trainees for private profit.

"(b) In order to receive the benefits of the appropriations made under authority of this act, the State board for vocational education of each State and Territory shall include in its State plan provision for the utilization of representative advisory committees, and where the interests of labor and management are involved they shall have equal representation.

"(c) After June 30, 1951, not more than 10 percent of the amount appropriated for each of the purposes specified in section 3 (a) shall be used for the purchase or acquisition of equipment.

"APPROPRIATIONS FOR OFFICE OF EDUCATION"

"SEC. 9. For the purpose of carrying out the provisions of this act there is hereby authorized to be appropriated to the Office of Education, Federal Security Agency, for vocational education, for the fiscal year beginning July 1, 1937, and annually thereafter the sum of \$350,000, to be expended for the same purposes and in the same manner as provided in section 7 of the Smith-Hughes Vocational Education Act, as amended October 6, 1917."

Mr. GEORGE. Mr. President, this bill was introduced by me on behalf of the Senator from Utah [Mr. THOMAS], the Senator from Alabama [Mr. HILL], the Senator from Wisconsin [Mr. LA FOLLETTE], the Senator from Vermont [Mr. AIKEN], the Senator from Louisiana [Mr. ELLENDER], and myself. The bill as introduced undertook to make certain changes in our basic vocational education system, but as reported by the committee the bill simply continues the present vocational education system exactly as it stands in the law today, but merely increases the appropriation to be matched by the several States out of either State or local funds. No change whatsoever is made in the basic law.

Those of us who are interested in the legislation agreed to the amendments made in the Committee on Education and Labor, and have agreed to the bill as reported, on the theory that this is the best bill we can obtain at this time. There is an imperative reason why the legislation should be immediately considered and disposed of, because it is be-

lieved by friends of the legislation in the House that the House itself may be able to act before Congress adjourns.

Mr. WILLIS. Mr. President, will the Senator yield?

Mr. GEORGE. I yield.

Mr. WILLIS. Do I correctly understand the Senator to say that the bill proposes no change in the basic law, but merely an increase in the amount of the appropriation?

Mr. GEORGE. That is correct.

Mr. WILLIS. Can the Senator state how large the increase is?

Mr. GEORGE. Under existing law the annual appropriation by the Federal Government for vocational education aggregates \$14,200,000. The increase in this bill is \$16,150,000.

Mr. WILLIS. An increase from \$14,000,000 to \$16,000,000?

Mr. GEORGE. No. The net increase is \$16,150,000.

Mr. WILLIS. A little more than double the present appropriation.

Mr. GEORGE. A little more than double. The bill as introduced called for a larger appropriation, and also for some expansion of the system itself; but as the bill is reported, there is no change in the basic law. There is merely an increase in the several items for vocational education now carried in the annual appropriation bill.

Mr. WILLIS. Can the Senator state what reasons were advanced for the increase? Is it proposed to broaden the work?

Mr. GEORGE. The underlying reason is the tremendous demand on the States to provide vocational education for a larger and larger number of students. The end of the war and primary training of many of the veterans has put an unusual load upon the vocational education system itself.

Mr. WILLIS. As I understand, there is an increased demand on the part of the States to take advantage of this cooperative work.

Mr. GEORGE. There is an increased demand on the part of the States to take advantage of the program. The bill requires matching, as does the existing law.

Mr. HILL. Mr. President, will the Senator yield?

Mr. GEORGE. I yield.

Mr. HILL. Is it not a fact that there has been a tremendous increase in the need and demand for vocational education because veterans who have returned from the war are now seeking such education?

Mr. GEORGE. The Senator is entirely correct.

Mr. HILL. The evidence before the Committee on Education and Labor shows the very great demand and the very great need today for vocational education. Unless we make provision to increase vocational training we shall be denying to veterans the very educational opportunities which we have said we propose to give them.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. GEORGE. I yield to the Senator from Wisconsin.

Mr. LA FOLLETTE. I may say to the Senator from Indiana that I think the evidence before the committee showed

that the need for vocational education will be far from met, even with the increase in authorization contained in the bill. In relation to the demonstrated need, as it appeared from the record, I think this is a very conservative approach.

Mr. TAFT. Mr. President, will the Senator yield?

Mr. GEORGE. I yield to the Senator from Ohio.

Mr. TAFT. I think the bill should be passed. The increased need is obvious. It is largely for the vocational education of veterans who require training for new vocations when they return from the Army.

The bill, as originally introduced, provided a plan calling for nearly \$100,000,000 a year for practically a brand-new program, which included a great many phases of vocational education, such as teaching stenographers and bookkeepers, the wisdom of which is somewhat doubtful because private schools fulfill the need pretty well. It seemed to me that a more elaborate plan should be established for each State, and perhaps there should be some reconsideration of the distribution formula, if we are really to go into a new scale of vocational education. I think we could safely do more than is done in this bill. I believe that the entire act ought to be redrafted, and the whole purpose ought to be carefully thought out and studied. So I opposed the original bill. I believe that so far as the expansion of the existing system is concerned, practically doubling the present appropriations for vocational education, it is amply justified. I think there is no doubt about the wisdom of such expansion.

So far as expansion is concerned, I think there is only one new thing in the bill, and it relates to an appropriation of \$1,500,000 for vocational guidance, which is an activity not authorized in the present law, but I think that is a very wise extension, and one which involves no large amount of money.

Mr. GEORGE. I thank the Senator.

Mr. WILLIS. Mr. President, will the Senator yield?

Mr. GEORGE. I yield.

Mr. WILLIS. Personally I am in sympathy with this legislation, and I recognize the need for an increased appropriation for this work. Like all other Senators, I am concerned about the tremendous appropriations we are making. The proposed appropriation is rather insignificant in view of what happened earlier today.

On Monday we are to take up the price-control bill again. No power in heaven or on earth can stop inflation and control prices so long as we go madly ahead spending the money of the taxpayers. It is time to give the closest scrutiny to every increased expenditure if we are in earnest about protecting the welfare of the American people against the thing which we all fear, namely, a great inflation which might destroy the economy of our whole country.

Mr. GEORGE. I thank the Senator. I am in general agreement with his views.

Mr. JOHNSTON of South Carolina. Mr. President, will the Senator yield?

Mr. GEORGE. I yield.

Mr. JOHNSTON of South Carolina. Mr. President, I acted as chairman of the subcommittee which held hearings on this particular bill. We were convinced that additional appropriations were needed for this kind of work. Many members of the committee felt that even a larger sum of money should have been provided. Some thought that as much as \$97,500,000 should be provided to carry on the work, but that it should be distributed under a different formula from the one under which funds are distributed at the present time. Finally we compromised upon this amount, and the bill was unanimously reported from the committee.

I think there is no question in the mind of anyone who was present at the hearings that every cent of appropriations recommended in the bill is absolutely necessary. It was brought out that a great many of the boys coming back from the service at this particular time are trying to enter various vocations in which they need this kind of training. Not only soldiers, but also our civilian population wish to go into this kind of work and be trained to carry forward various activities. Therefore, as I see it, it is useless to argue the point of the small amount which is now recommended.

I hope that at the next session we shall get together, iron out the differences, and write a formula which will suit the committee and result in the passage of a bill which will carry forward this work in the proper way, as it should be carried along and cared for.

So I certainly hope this bill will be passed now, and I hope that next year we shall do something else in this field.

Mr. GEORGE. I thank the Senator from South Carolina.

The PRESIDING OFFICER. The question is on agreeing to the committee amendment.

The amendment was agreed to.

The PRESIDING OFFICER. The question now is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

The title was amended so as to read: "A bill to amend the act of June 8, 1936, relating to vocation education, so as to provide for the further development of vocational education in the several States and Territories."

ENCOURAGEMENT OF SMALL OIL REFINERIES

The PRESIDING OFFICER (Mr. MURDOCK in the chair) laid before the Senate the amendments of the House of Representatives to the bill (S. 680) to encourage and protect oil refineries not having their own source of supply for crude oil by extending preference to such refineries in disposing of royalty oil under the Mineral Lands Leasing Act, which were, on page 1, line 4, after "amended", to insert: "in order to assist small business enterprise by encouraging the operation of oil refineries not having an adequate supply of crude oil"; on page 1, line 9, after "Interior", to insert: "when he de-

termines that sufficient supplies of crude oil are not available in the open market, to such refineries"; and on page 2, line 7, after "amended", to insert: "Provided further, That in selling such royalty oil the Secretary of the Interior may at his discretion prorate such oil among such refineries in the area in which the oil is produced."

Mr. O'MAHONEY. Mr. President, this bill was unanimously recommended for passage by the Senate Committee on Public Lands and Surveys, and was passed by the Senate without objection. It is a bill to encourage and protect oil refineries not having their own source of supply for crude oil by extending preference to such refineries in disposing of royalty oil under the Mineral Lands Leasing Act. The bill provides in effect that such refineries not having their own sources of crude oil shall have a preferred right to buy royalty oil of the Government, when it is for sale.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. O'MAHONEY. I yield.

Mr. WHITE. Does the Senator from Wyoming intend to request that the Senate concur in the House amendments to the bill?

Mr. O'MAHONEY. I do. The House has amended the bill in three particulars.

Mr. WHITE. Has the Senator from Wyoming shown the amendments to the minority members of the committee?

Mr. O'MAHONEY. I have consulted my colleagues the Senator from Wyoming [Mr. ROBERTSON] and the Senator from South Dakota [Mr. GURNEY], who now is on his feet. I have also consulted other members of the Committee on Public Lands and Surveys. The amendments are agreeable to them.

I now move that the Senate concur in the amendments of the House.

The motion was agreed to.

RENEWAL OF TRADE-MARK REGISTRATION

Mr. PEPPER. Mr. President, there are three small patent bills on the calendar. They have been unanimously recommended by the Committee on Patents, and their passage is urged by the Patent Office. All three of them are House bills. There is certainly nothing controversial in them. I hope the leadership will not object to the motion which I now make for unanimous consent for the consideration of these bills.

The first one is House bill 3424, Calendar No. 1110. The Patent Office urges very strongly the passage of the bill.

I now move that the unfinished business be temporarily laid aside, and that the Senate proceed to the consideration of House bill 3424.

The PRESIDING OFFICER. The bill will be stated by title, for the information of the Senate.

The CHIEF CLERK. A bill (H. R. 3424) to permit renewal of certain trade-mark registrations after expiry thereof, and for other purposes.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Florida.

Mr. WHITE. Mr. President, let me inquire whether these bills have been

seen by the minority members of the committee.

Mr. PEPPER. They were reported from the committee and placed on the calendar by the majority and minority members of the committee, acting in concert.

Mr. BALL. Mr. President, I should like to ask the Senator whether consideration of the bills has been objected to during a previous call of the calendar.

Mr. PEPPER. No, they have never been called during a call of the calendar.

Mr. BALL. Very well.

Mr. PEPPER. Let me say that the purpose of the bill is to authorize the President to allow to the foreign proprietor of a patent an extension of time to complete the application for a patent in this country, if the country of which he is a citizen will allow citizens of the United States similar consideration. The entire matter will be within the discretion of the President. The Committee on Patents strongly urges the passage of the bill.

The PRESIDING OFFICER. The Chair is advised that the bill was called during a previous call of the calendar, and at that time objection was made.

Mr. BARKLEY. Mr. President, I was about to say that the bill was called during a previous call of the calendar, and it went over because of the fact that the Senator from Florida was not present to make an explanation. It may be that I myself was the one who asked that it be passed over because of the lack of an explanation.

Mr. PEPPER. I did not realize that. The bill has been unanimously reported by the Committee on Patents. It is a House bill. The Patent Office has emphasized that, because such a law has not existed thus far, certain of our citizens have been at a disadvantage since some foreign countries have not been allowing reciprocity in connection with this matter, which relates to the completion of patents. Of course, there has been difficulty in having such patents completed, in view of the obstructions caused by the war.

The PRESIDING OFFICER. The question is on the motion of the Senator from Florida.

The motion was agreed to; and the Senate proceeded to consider the bill (H. R. 3424) to permit renewal of certain trade-mark registrations after expiry thereof, and for other purposes, which had been reported from the Committee on Patents, with an amendment on page 2, in line 16, after the word "act", to strike out the period and insert a colon and the following: "And provided further, That the benefits of this act shall not extend to nationals of any enemy country with which the United States was at war in World War II."

The PRESIDING OFFICER. The question is on agreeing to the amendment reported by the committee.

The amendment was agreed to.

The PRESIDING OFFICER. If there be no further amendment to be proposed, the question is on the engrossment of the amendment and the third reading of the bill.

The amendment was ordered to be engrossed, and the bill to be read a third time.

The bill was read the third time and passed.

AUTHORITY FOR PATENT OFFICE EXAMINERS TO SERVE AS EXAMINERS IN CHIEF

Mr. PEPPER. Mr. President, the next bill is House bill 4080, Calendar No. 1111. It is also unanimously reported by the Senate Committee on Patents. In order to enable the Commissioner of Patents to relieve some of the congestion in the Patent Office and to bring the work up to date, the bill merely authorizes the Commissioner of Patents to designate certain examiners to serve as examiners in chief.

The PRESIDING OFFICER. The bill will be reported by title, for the information of the Senate.

The CHIEF CLERK. A bill (H. R. 4080) to amend section 476, Revised Statutes (U. S. C., title 35, sec. 2) providing for officers and employees of the Patent Office, and for other purposes.

Mr. PEPPER. Mr. President, I move that the unfinished business be temporarily laid aside and that the Senate proceed to the immediate consideration of the bill.

Mr. WHERRY. Mr. President, I should like to make an inquiry. The Senator from Florida stated that he had two or three small bills which he wished to have considered at this time. Does he mean that there are others which he wishes to have considered?

Mr. PEPPER. There is one more. I explained that I was offering them as chairman of the Patents Committee.

Mr. WHERRY. I did not hear that statement.

Mr. PEPPER. I am sorry.

Mr. WHERRY. Does the other bill have to do with the same subject matter?

Mr. PEPPER. Yes. All the bills come from the Patents Committee.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Florida.

The motion was agreed to; and the Senate proceeded to consider the bill, which had been reported from the Committee on Patents, with an amendment, to strike out all after the enacting clause and insert:

That notwithstanding the provisions of section 476 of the Revised Statutes (U. S. C., title 35, sec. 2), the Commissioner of Patents is authorized to designate examiners of the principal examiner grade or higher, having the requisite ability, to serve as examiners in chief and such examiners so designated shall be fully qualified to act as members of the board of appeals constituted by section 482 of the Revised Statutes (U. S. C., title 35, sec. 7): *Provided*, That no such examiner shall so serve for more than 90 days in any calendar year: *And provided further*, That not more than one such examiner shall be among the members of the board of appeals hearing an appeal.

SEC. 2. This act shall take effect on the date of approval and shall expire 3 years after such date.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the committee.

The amendment was agreed to.

The PRESIDING OFFICER. If there be no further amendment to be proposed, the question is on the engrossment of the amendment and third reading of the bill.

The amendment was ordered to be engrossed, and the bill to be read a third time.

The bill was read the third time and passed.

The title was amended so as to read: "An act to authorize the Commissioner of Patents to designate examiners to serve temporarily as examiners in chief."

RENEWAL OF PATENT RELATING TO FLAG OF THE CHURCH OF GOD

Mr. PEPPER. Mr. President, the last bill is House bill 5258, calendar number 1112. I now move that the unfinished business be temporarily laid aside, and that the Senate proceed to the immediate consideration of the bill.

The PRESIDING OFFICER. The bill will be read by title, for the information of the Senate.

The CHIEF CLERK. A bill (H. R. 5258) granting a renewal of Patent Numbered 113,244 dated February 7, 1939, relating to the flag of the Church of God.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Florida.

The motion was agreed to; and the Senate proceeded to the consideration of the bill.

Mr. PEPPER. Mr. President, it has been a uniform policy of the Patent Office to extend from time to time the patents which various religious organizations have obtained in the past. The bill now under consideration relates to a patent already issued to the Church of God.

The PRESIDING OFFICER. The bill is before the Senate, and is open to amendment.

If there be no amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

GOVERNMENT EXPENDITURES

Mr. TAFT. Mr. President, I desire to have printed in the RECORD as a part of my remarks an estimate for the next fiscal year of the expenditures of the Federal Government. I may say that it is very difficult to prepare such an estimate at the present time, and I do not guarantee its accuracy, but I believe that it may be of some interest to the Senate.

There being no objection, the matter was ordered to be printed in the RECORD, as follows:

THE 1947 BUDGET

1. Indefiniteness of figures: When the 1947 Budget estimate was prepared by the Bureau of the Budget last winter, there were many doubtful items, not only concerning the future action of Congress, which might materially affect Budget figures but also concerning the general economic conditions likely to prevail in 1947, which would also affect the Budget. At the present time many of the doubts concerning congressional action have been resolved, but some still remain, and it is impossible to predict the turn of economic developments next year. None of the figures, therefore, can be claimed to be

really correct at this time. The Bureau of the Budget will make a revised estimate of its own soon after Congress adjourns. This will probably appear early in August.

2. Footnotes: Footnotes have been appended to those figures which require explanation or amplification to be understood. In addition, figures which are in extreme doubt have footnotes in the nature of caveats. It must be emphasized that the footnotes are an integral and important part of the report, and deserve as much attention as the figures themselves.

3. Figures in millions: All figures, except in the textual material, are in millions of dollars.

4. Plan of this report: This report is divided into five sections, as follows: I—Public debt at the beginning of the 1947 fiscal year; II—Estimated receipts in fiscal 1947; III—Estimated expenditures in that year; IV—Treasury balance operations and the national debt at the close of the 1947 fiscal year; and V—A summary of all the foregoing. Section V summarizes in tabular form the textual explanations of the more detailed sections. Without an understanding of the components of section V, it is dangerous to rely upon the accuracy of the figures therein.

5. Description of source material: The basis of this report is the January estimate of the 1947 Budget. In addition, attention has been given to the Government Corporations Supplement, the Navy Supplement, the War Department (Military Functions) Supplement, and over 75 other supplements to the estimates contained in the January Budget; also, a study has been made of the 13 1947 appropriation bills and of the reports on them; and, finally, consideration has been given to legislation passed (or still likely to pass) since the January estimates, which might materially affect the 1947 Budget. On April 11 the President submitted a revised estimate of the 1946 budgetary outlook at that time. This referred specifically only to the 1946 fiscal year, and merely made very indirect or general references to 1947. No official over-all estimates have appeared for 1947 since the January Budget. The Bureau of the Budget has been consulted with regard to explanations of some figures and has been cooperative, but no break-down of figures beyond those appearing in the 1947 estimate which appeared in January were obtainable from the Bureau.

I. NATIONAL DEBT AT BEGINNING OF FISCAL YEAR

At the close of business on June 28, 1946, the national debt stood at \$269,422,099,173 according to the daily Treasury statement. Since this is the last business day of the 1946 fiscal year, this is the amount that will be shown as the debt at the beginning of the 1947 fiscal year.

January Budget estimate.....	275,000
Actual.....	269,422

II. 1947 RECEIPTS

Estimated in January Budget.....	31,513
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The January Budget estimate and all subsequent considerations of 1947 receipts are based upon the assumption that the entire 1946 tax structure will be substantially retained through fiscal 1947. This includes the wartime rates on excise taxes. Any revision of tax rates would, of course, affect receipts accordingly. The administration's position on taxation seems to favor major revision in the interests of attaining simplicity in the tax structure without any substantial change in rates. If this program is adhered to, and if wartime rates on excise taxes do not terminate in time to affect 1947 receipts, it now seems reasonable to expect an increase over the January estimate. Former Budget Director Harold D. Smith is reported as recently forecasting an increase of receipts to a possible \$39,500,000,000. This seems excessive, however, and a more probable figure would be in the neighborhood of \$35,000,000,000.

79TH CONGRESS
2D SESSION

S. 619

IN THE HOUSE OF REPRESENTATIVES

JULY 8, 1946

Referred to the Committee on Education

AN ACT

To amend the Act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Act approved June 8, 1936, entitled "An Act
4 to provide for the further development of vocational educa-
5 tion in the several States and Territories" (49 Stat. 1488,
6 ch. 541), is amended to read as follows:

7 "SHORT TITLE

8 "SECTION 1. This Act may be cited as the 'Vocational
9 Education Act of 1946.'

1 "DEFINITIONS

2 "SEC. 2. As used in this Act—

3 "(1) the term 'States and Territories' means the
4 several States, the Territories of Alaska and Hawaii,
5 the island of Puerto Rico, and the District of Columbia;

6 "(2) the terms 'State plan' and 'State board' shall
7 have the meaning which terms have in the Smith-
8 Hughes Vocational Education Act; and

9 "(3) the term 'Smith-Hughes Vocational Educa-
10 tion Act' means the Act approved February 23, 1917
11 (39 Stat. 929, ch. 114).

12 "AUTHORIZATION FOR APPROPRIATIONS FOR VOCATIONAL
13 EDUCATION

14 "SEC. 3. (a) For the purpose of assisting the several
15 States and Territories in the further development of voca-
16 tional education, there is authorized to be appropriated for
17 the fiscal year beginning July 1, 1946, and annually there-
18 after—

19 "(1) \$10,000,000 for vocational education in agri-
20 culture, including supervision of the activities, related
21 to vocational education in agriculture, of the Future
22 Farmers of America and the New Farmers of America,
23 to be apportioned for expenditure in the several States
24 and Territories in the proportion that their farm popula-
25 tion bears to the total farm population of the States

1 and Territories, according to the last preceding United
2 States census;

3 “(2) \$8,000,000 for vocational education in home
4 economics, to be apportioned for expenditure in the
5 several States and Territories in the proportion that
6 their rural population bears to the total rural population
7 of the States and Territories, according to the last
8 preceding United States census;

9 “(3) \$8,000,000 for vocational education in trades
10 and industry, to be apportioned for expenditure in the
11 several States and Territories in the proportion that their
12 nonfarm population bears to the total nonfarm population
13 of the States and Territories, according to the last pre-
14 ceding United States census;

15 “(4) \$1,500,000 for vocational guidance, to be
16 apportioned for expenditure in the several States and
17 Territories in the proportion that their total population
18 bears to the total population of the States and Territories,
19 according to the last preceding United States census; and

20 “(5) \$2,500,000 for vocational education in dis-
21 tributive occupations, to be apportioned for expenditure
22 in the several States and Territories in the proportion
23 that their total population bears to the total population
24 of the States and Territories, according to the last pre-
25 ceding United States census;

1 “(b) The funds appropriated under authority of para-
2 graphs (1) to (5), inclusive, of subsection (a) of this sec-
3 tion may be used for assisting the several States and Terri-
4 tories, for the purposes therein specified, in the maintenance
5 of adequate programs of administration, supervision, and
6 teacher-training; for salaries and necessary travel expenses
7 of teachers, teacher-trainers, vocational counselors, super-
8 visors and directors of vocational education and vocational
9 guidance; for securing necessary educational information and
10 data as a basis for the proper development of programs of
11 vocational education and vocational guidance; for training
12 and work-experience training programs for out-of-school
13 youth; for training programs for apprentices; for purchase
14 or rent of equipment and supplies for vocational instruction:
15 *Provided*, That all expenditures for the purposes as set forth
16 in this section shall be made in accordance with the State plan
17 for vocational education.

18 “(c) Notwithstanding the provisions of subsection (a),
19 the amount to be available for expenditure in any State or
20 Territory shall be not less, for any fiscal year, than \$40,000
21 each for vocational education in agriculture, in home eco-
22 nomics, and in trades and industry; \$15,000 each for voca-
23 tional guidance and vocational education in distributive
24 occupations and there is hereby authorized to be appropriated

1 for the fiscal year beginning July 1, 1946, and annually
2 thereafter, such additional sums as may be needed for the
3 purpose of providing such minimum amounts.

4 "REQUIREMENTS AS TO MATCHING OF FUNDS

5 "SEC. 4. The several States and Territories, in order to
6 receive the benefits of this Act, shall be required to match
7 by State and local funds or both 50 per centum of the appro-
8 priations made under authority of section 3 until June 30,
9 1951; 60 per centum for the year ending June 30, 1952;
10 70 per centum for the year ending June 30, 1953; 80 per
11 centum for the year ending June 30, 1954; 90 per centum
12 for the year ending June 30, 1955; and annually thereafter
13 100 per centum of the appropriations so made.

14 "MAKING OF PAYMENTS

15 "SEC. 5. The Secretary of the Treasury, through the
16 Fiscal Service of the Treasury Department, shall, upon the
17 certification of the United States Commissioner of Educa-
18 tion, pay, in equal semiannual payments, on the first day of
19 July and January of each year, to the custodian for voca-
20 tional education of each State and Territory designated in
21 the Smith-Hughes Vocational Education Act, the moneys to
22 which the State or Territory is entitled under the provisions
23 of this Act.

1 "AVAILABILITY OF FUNDS FOR SALARY AND EXPENSES OF
2 STATE DIRECTORS

3 "SEC. 6. Funds appropriated under authority of section
4 3 shall be available, on a prorated basis determined by the
5 State board, for the salary and necessary travel expenses of
6 a State director of vocational education selected by the State
7 board, in accordance with the requirements of the State
8 plan, on the basis of his technical and professional qualifica-
9 tions including experience in vocational education as a
10 teacher and supervisor.

11 "APPLICABILITY OF SMITH-HUGHES VOCATIONAL
12 EDUCATION ACT

13 "SEC. 7. The appropriations made under authority of
14 this Act shall be in addition to, and shall be subject to the
15 same conditions and limitations as, the appropriations made
16 to carry out the Smith-Hughes Vocational Education Act;
17 except that (1) the appropriations made under authority of
18 this Act for home economics shall be subject to the condi-
19 tions and limitations applicable to the appropriation for agri-
20 cultural purposes under the Smith-Hughes Vocational Edu-
21 cation Act, with the exception of that part of section 10
22 thereof which requires directed or supervised practice for
23 at least six months per year; (2) such moneys as are pro-
24 vided under authority of this Act for trade and industrial
25 subjects, and public and other service occupations, may be

1 expended for part-time classes operated for less than one
2 hundred and forty-four hours per year; (3) the provisions
3 of section 11 of the Smith-Hughes Vocational Education
4 Act, requiring at least one-third of the sum appropriated to
5 any State to be expended for part-time schools or classes
6 shall be held to include any part-time day-school classes
7 for workers sixteen years of age and over, and evening-
8 school classes for workers sixteen years of age and over;
9 (4) the appropriations made by this Act for distributive
10 occupational subjects shall be limited to part-time and eve-
11 ning schools as provided in the Smith-Hughes Vocational
12 Education Act, for trade, home economics, and industrial
13 subjects and as qualified by the provisions of this section;
14 (5) preemployment schools and classes organized for per-
15 sons over eighteen years of age or who have left the full-time
16 school may be operated for less than nine months per year
17 and less than thirty hours per week and without the require-
18 ment that a minimum of 50 per centum of the time must
19 be given to shop work on a useful or productive basis; and
20 (6) the appropriations available under section 9 of this Act
21 shall be available for expenses of attendance at meetings of
22 educational associations and other organizations and for
23 expenses of conferees called to meet in the District of Colum-
24 bia or elsewhere, which, in the opinion of the Commissioner,

1 are necessary for the efficient discharge of the provisions of
2 this Act.

3 "RESTRICTIONS AND CONDITIONS

4 "SEC. 8. (a) No part of the appropriations made under
5 authority of this Act shall be expended in industrial-plant
6 training programs, except such industrial-plant training be
7 bona fide vocational training, and not a device to utilize the
8 services of vocational trainees for private profit.

9 "(b) In order to receive the benefits of the appropria-
10 tions made under authority of this Act, the State board for
11 vocational education of each State and Territory shall include
12 in its State plan provision for the utilization of representa-
13 tive advisory committees, and where the interests of labor
14 and management are involved they shall have equal repre-
15 sentation.

16 "(c) After June 30, 1951; not more than 10 per
17 centum of the amount appropriated for each of the purposes
18 specified in section 3 (a) shall be used for the purchase or
19 acquisition of equipment.

20 "APPROPRIATIONS FOR OFFICE OF EDUCATION

21 "SEC. 9. For the purpose of carrying out the provisions
22 of this Act there is hereby authorized to be appropriated to
23 the Office of Education, Federal Security Agency, for voca-
24 tional education, for the fiscal year beginning July 1, 1937,
25 and annually thereafter the sum of \$350,000, to be expended

1 for the same purposes and in the same manner as provided
2 in section 7 of the Smith-Hughes Vocational Education Act,
3 as amended October 6, 1917.”

Passed the Senate July 5, 1946.

Attest:

LESLIE L. BIFFLE,

Secretary.

AN ACT

To amend the Act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories.

JULY 8, 1946

Referred to the Committee on Education

DIGEST OF
CONGRESSIONAL PROCEEDINGS
OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
Legislative Reports and Service Section
(For Department staff only)

Issued July 25, 1946
For actions of July 24, 1946
79th-2nd, No. 146

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HIGHLIGHTS: Senate agreed to conference report on price-control measure. Senate committee reported bill to provide for Under Secretary of State for Economic Affairs. Sen. Barkley announced that it is planned for Congress to adjourn sine die next week. House agreed to conference report on UNESCO measure.

SENATE

1. **PRICE CONTROL.** Agreed, 53-26, to the conference report on H. J. Res. 371, to extend and amend the Price Control and Stabilization Acts (pp. 9995-10064). Agricultural commodities were discussed throughout the debate. This measure will now be sent to the President.
2. **MEDITERRANEAN FRUITFLY.** Sen. Andrews, Fla., spoke in favor of S. 1250, to provide for payment of claims on account of damages during the Mediterranean fruitfly campaign, and Majority Leader Barkley said he would not object to consideration of the measure before adjournment (pp. 9994-5).
3. **FOREIGN RELATIONS.** The Foreign Relations Committee reported without amendment H. R. 6646, to establish the office of Under Secretary of State for Economic Affairs (S. Rept. 1824)(p. 9992).
4. **ALASKAN HIGHWAY.** The Foreign Relations Committee reported without amendment H.R. 2871, to create an Alaskan International Highway Commission (S. Rept. 1825)(p. 9992).
5. **TERMINAL LEAVE.** Conferees on H. R. 4051, to grant enlisted personnel of the armed forces certain benefits in lieu of accumulated leave, were appointed in both Houses (pp. 9946, 10027).
6. **LEGISLATIVE PROGRAM.** Majority Leader Barkley announced that it is the plan for Congress to adjourn sine die some time next week (p. 9994). Under this arrangement there would be no further session of the 79th Congress unless the President were to call a special session.

7. SOCIAL SECURITY. Passed without amendment H.R. 7037, to amend the Social Security Act (pp. 9961-85). During the debate Rep. Lynch, N.Y., discussed advantages if agricultural and domestic workers and self-employed were included (p.9982).
8. SURPLUS LANDS. Reps. Manasco, Whittington, Hart, Hoffman (Mich.), and Bender were appointed conferees on H.R. 6702, to clarify the rights of former owners of real property to reacquire such property under the Surplus Property Act (p. 9948).
9. HOUSING. The Public Buildings and Grounds Committee reported with amendments S. 2085, to authorize the FWA to provide needed educational facilities, other than housing, to educational institutions furnishing courses of training to veterans (H.Rept. 2657) (p. 9990).
Rep. Voorhis, Calif., spoke favoring the Wagner-Ellender-Taft housing bill and discussed the housing situation in Calif. (p. 9944).
10. VOCATIONAL EDUCATION. The Education Committee reported with amendment S. 619, to provide for the further development of vocational education in the several States and Territories (H.Rept. 2658) (p. 9990).
11. UNESCO. Agreed to conference report on H.J.Res. 305, providing for U.S. participation and membership in the United Nations Educational, Scientific, and Cultural Organization (pp. 9947-8). Senate agreed to conference report July 23 (p. 9877). This bill will now be sent to the President.
12. PERSONNEL. Rep. Rich, Pa., criticized increases in the Federal pay roll (p. 9944).
13. GRAIN SHORTAGE. Received sundry petitions favoring and opposing the reduction in grain allocations for the use of breweries (p. 9990).
14. MINIMUM WAGES. Rep. Randolph, W.Va., urged action on the minimum-wage legislation (p. 9945).
Rep. Savage, Wash., spoke favoring minimum-wage increases (pp. 9946-7).
15. PATENTS. Concurred in the Senate amendments to H.R. 5311, to provide that damages be ascertained on the basis of compensation for the infringement of patents (p. 9947). This bill will now be sent to the President.
16. VETERANS' TERMINAL LEAVE. Reps. Lynch (N.Y.) and Rogers (Fla.) spoke favoring payment in cash instead of bonds the amount to be paid enlisted men for accumulated terminal leave under H.R. 4051 (pp. 9944, 9945).

BILLS INTRODUCED

17. GRAZING LANDS. H.R. 7122, by Rep. White, Idaho, relating to the application of State grazing and fencing laws with respect to public lands. To Public Lands Committee. (p. 9990.)
18. LABOR. H.R. 7123, by Rep. LaFollette, Ind., and H.R. 7132, by Rep. Jackson, Wash., to promote the general welfare of the people of the U.S. by establishing a publicly supported labor extension program for wage and salary earners. To Labor Committee. (p. 9990.)

spondents most favorably disposed toward leftist regimes, is that while the vote itself took place without excessive violence, nevertheless the referendum itself was a farce and a sham. The electorate had been terrorized by the security police, against whose brutality the American and British Governments protested. The Peasant Party, representing the majority of the Polish people, had been virtually suppressed, many of its leaders arrested, and its campaign inhibited by strongarm methods. Finally, the government's own henchmen took charge of most polling places.

The Government could not lose. Yet in the larger sense the Government has already lost, irrespective of the vote, for it has lost in the confidence of the Polish people and of the outside world.

This is all part of the general picture of a country in a state of simmering revolt. Opposition to the hand-picked, Communist-controlled regime is so fierce that despite the suppression of its newspapers and the arrests and disqualification of many of its candidates, the Peasant Party polled 40 percent of the vote in the recent election. The strongest indictment of the repressive and unpopular character of the Government is that so much of the opposition has been forced to go underground. Today the Poles are caught in the dilemma of all countries on the Soviet border. If they elect the kind of government which reliable reports indicate they want, the present four-party front, backed by Moscow, will resist its assumption of power. And if there is resistance from the other side, Russia will certainly intervene and the people will lose the nominal independence they now possess.

The choice is to be or not to be—to settle for a modicum of self-rule or to risk subjugation—and encouraging words from the western powers cannot change the situation. It becomes more and more apparent, indeed, that the only hope of solution for every problem of this kind lies in perseverance against every set-back in building up the international structure which will render "cordons sanitaires" absurd and guarantee security and freedom to nations in every neighborhood of the world.

Despite the referendum returns counted by and announced by the governmental majority composed of four Leftist parties, Stanislaw Mikolajczyk's Peasant Party leaders are still confident that they would get an overwhelming majority in the parliamentary election this fall if the vote should be free and unfettered and the counting honest.

In any event Poland's course in the next few months is not an easy one and is one that requires the continuing and closest study of all available evidence.

Some persons say there is very little actual Soviet interference in its conduct of Bierut government. That is because the Russians do not have to intervene—they are well satisfied with President Boleslaw Bierut, Premier Edward B. Osobka-Morawski, Vice Premier Wladyslaw Gomutka, Marshal Michal Rola-Zymerski and Industry Minister Hilary Ming, who are loyal followers of the Moscow line.

On Mr. Mikolajczyk's part, he asserts he is not unfriendly to the Soviet Union

and is willing to cooperate with it as well as Britain and the United States for the future peace and prosperity of Poland, Europe, and the whole world.

In government quarters there is increasing criticism of the United States and British policy favoring Mr. Mikolajczyk.

Sources close to Stanislaw Mikolajczyk, Agriculture Minister and leader of the opposition, asserted today that he might ask Russia, the United States, and Britain to supervise the Polish parliamentary elections scheduled for November, unless the present electoral laws were basically amended to prevent a repetition of the experience in the referendum which, he said, was a fraud.

As outlined, Mr. Mikolajczyk's first strategy will be a vigorous campaign to amend the present law so as to insure that his party will have representation at each voting and counting place—which it did not have in the referendum—so that candidates and election commissioners will receive immunity from the security police, and that internal censorship of the Polish press and the ban on political meetings be relaxed so as to insure that the Polish Peasant Party program shall be put before the populace on an equal opportunity with the left-wing bloc that controls the present government.

If better election laws are denied and international supervision is refused, it is not unlikely that Mikolajczyk and his party will refuse to put up candidates for parliament and will boycott the election itself.

As Mr. Mikolajczyk sees it, this is a step to be taken only as a last alternative because the Polish people must not lose faith in orderly democratic balloting as a way to settle a political quarrel. If they do, he fears civil war.

These few weeks must decide whether Poland is to be a genuine democracy, with the people receiving the free right to choose their own leaders, or whether it will continue to be ruled by one party.

The proposal for Anglo-Soviet-American election supervision is justified on the grounds that they were the three parties to the Yalta and Potsdam agreements, in which free and unfettered elections were promised, and they all have equal responsibility with the present interim, nonelected Polish Government to insure to the Polish people that such an undertaking will be carried out.

Mr. Speaker, all during this session of the Seventy-ninth Congress, which will go down into history known as the Victory Congress, I have been the spokesman for the brave people of the true Poland and of their millions of friends in the United States, in whose veins flows the proud blood of Polish ancestry. I felt that coming from one who is not of Polish blood, these pleas and these arguments of mine would receive closer and more widespread attention since they could not be branded as prejudice. I speak only from the bottom of my heart, because of my deep concern in behalf of downtrodden peoples and minority groups everywhere. But, Mr. Speaker, I was born and raised in the hard-coal fields of Pennsylvania, in the County of Luzerne, with men and women of Polish ancestry as my friends, schoolmates, and

neighbors since childhood. I know how deep in their hearts is the deep and abiding love and affection for the land of their ancestors, which is exceeded only by their great patriotism as 100-percent American citizens.

A great injustice has been done to Poland. A great injustice has been done to these Americans of Polish ancestry. I know how they think and I know how they feel. They are sad and disillusioned and becoming bitter. I do not dwell upon the horrors that occurred in Poland—words cannot describe the full extent of those tragic events. But as an American citizen and as a member of this Honorable Body, I feel that this is the proper forum to use, for this is the sounding board of the last great democratic and free assemblage on earth. Where, if not here, can I plead the cause of Poland and the cause of the "four freedoms" and the Rights of Man.

Mr. Speaker, may I paraphrase the words eloquently spoken in behalf of another much abused people and let me say—if I were a sculptor I would chisel from the marble my ideal of a hero. I would make it a Pole sacrificing his life and his liberty upon the altar of his homeland. If I were a poet I would melt the world to tears with the pathos of my song; I would wring the heart of humanity with my sad and mournful tale. But if I were a painter, ah, Mr. Speaker, I would make the canvas eloquent with the deeds of as brave a race as ever lived, whose proud spirit no power can ever conquer; and whose loyalty and devotion to the hopes and dreams of a free and independent government no tyrant can ever crush; and I would call that picture "Poland."

EXTENSION OF REMARKS

Mr. MURRAY of Wisconsin asked and was given permission to extend his remarks in the RECORD.

ADJOURNMENT

Mr. RABIN. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 4 o'clock and 49 minutes p. m.) the House, under its previous order, adjourned until tomorrow, Thursday, July 25, 1946, at 10 o'clock a. m.

COMMITTEE HEARINGS

COMMITTEE ON BANKING AND CURRENCY
(Thursday, July 25, 1946)

The Banking and Currency Committee will begin hearings on House Joint Resolution 341, to extend the succession, lending powers, and functions of the Reconstruction Corporation, at 10:30 a. m., Thursday, July 25, 1946, in the Banking and Currency Committee room, room 1301, New House Office Building.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

1475. A letter from the Secretary of State, transmitting a draft of a proposed amendment to the International Organizations Immunities Act, approved December 29, 1945; to the Committee on Ways and Means.

1476. A communication from the President of the United States, transmitting a supple-

mental estimate of appropriation for the fiscal year 1947 in the amount of \$265,000 for the War Department for the Alaska communication system (H. Doc. No. 715); to the Committee on Appropriations and ordered to be printed.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. KEOGH: Committee on Revision of the Laws. H. R. 7124. A bill to revise, codify, and enact into law title 28 of the United States Code entitled "Judicial Code and Judiciary" with amendments (Rept. No. 2646). Referred to the Committee of the Whole House on the State of the Union.

Mr. O'TOOLE: Committee on the Library. Senate Joint Resolution 153. Joint resolution providing for the comprehensive observance of the bicentennial of John Paul Jones; without amendment (Rept. No. 2647). Referred to the Committee of the Whole House on the State of the Union.

Mr. HOLMES of Massachusetts: Committee on Interstate and Foreign Commerce. S. 2036. An act granting the consent of Congress to the State of Rhode Island to construct, maintain, and operate a free highway bridge across the Sakonnet River between the towns of Tiverton and Portsmouth in Newport County, R. I.; without amendment (Rept. No. 2648). Referred to the House Calendar.

Mr. HARRIS: Committee on Interstate and Foreign Commerce. S. 2310. An act to further extend the times for commencing and completing the construction of a bridge across the Mississippi River at or near Friar Point, Miss., and Helena, Ark.; without amendment (Rept. No. 2649). Referred to the House Calendar.

Mr. BROWN of Ohio: Committee on Interstate and Foreign Commerce. H. R. 6899. A bill to authorize the Indiana State Toll Bridge Commission to construct, maintain, and operate a toll bridge, or a free bridge, across the Ohio River at or near Lawrenceburg, Dearborn County, Ind.; without amendment (Rept. No. 2650). Referred to the House Calendar.

Mr. CHAPMAN: Committee on Interstate and Foreign Commerce. H. R. 6953. A bill authorizing the city of East St. Louis, Ill., its successors and assigns, to construct, maintain, and operate a toll bridge across the Mississippi River at or near a point between Delmar Boulevard and Cole Avenue in the city of St. Louis, Mo., and a point opposite thereto in the city of East St. Louis, Ill.; with amendments (Rept. No. 2651). Referred to the House Calendar.

Mr. CROSSER: Committee on Interstate and Foreign Commerce. H. R. 7030. A bill granting the consent of Congress to the Commonwealth of Pennsylvania to construct, maintain, and operate a toll bridge across the Allegheny River, between a point in or near the borough Tarentum, in the county of Allegheny, and a point near the boundary of the city of New Kensington and Lower Burrell Township in Westmoreland County in the Commonwealth of Pennsylvania; without amendment (Rept. No. 2652). Referred to the House Calendar.

Mr. CHAPMAN: Committee on Interstate and Foreign Commerce. H. R. 7046. A bill to revive and reenact the act entitled "An act granting the consent of Congress to the State Highway Commission, Commonwealth of Kentucky, to construct, maintain, and operate a toll bridge across the Cumberland River at or near Burkesville, Cumberland County, Ky.," approved May 18, 1928; with amendments (Rept. No. 2653). Referred to the House Calendar.

Mr. CHAPMAN: Committee on Interstate and Foreign Commerce. H. R. 7109. A bill to amend section 6 of Public Law No. 516 of Seventy-ninth Congress, approved July 16, 1946; with amendments (Rept. No. 2654). Referred to the House Calendar.

Mr. MANASCO: Committee on Public Buildings and Grounds. S. 2085. An act to amend title V of the act entitled "An act to expedite the provision of housing in connection with the national defense, and for other purposes," approved October 14, 1940, as amended, to authorize the Federal Works Administrator to provide needed educational facilities, other than housing, to educational institutions furnishing courses of training or education to persons under title II of the Servicemen's Readjustment Act of 1944, as amended; with amendments (Rept. No. 2657). Referred to the Committee of the Whole House on the State of the Union.

Mr. BARDEN: Committee on Education. S. 619. An act to amend the act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories; with amendment (Rept. No. 2658). Referred to the Committee of the Whole House on the State of the Union.

REPORTS OF COMMITTEES ON PRIVATE BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. KEOGH: Committee on Claims. H. R. 6683. A bill for the relief of Agricultural Insurance Co., and others; with amendments (Rept. No. 2655). Referred to the Committee of the Whole House.

Mr. KEOGH: Committee on Claims. H. R. 6112. A bill for the relief of Petrol Corp.; without amendment (Rept. No. 2656). Referred to the Committee of the Whole House.

PUBLIC BILLS AND RESOLUTIONS

Under clause 3 of XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. O'BRIEN of Michigan:

H. R. 7120. A bill to amend the act of July 6, 1945, relating to the classification and compensation of employees of the postal service, so as to provide proper compensation to supervisors in the largest post offices and in other postal services; to the Committee on the Post Office and Post Roads.

By Mr. PLUMLEY (by request):

H. R. 7121. A bill to provide gold-star medals for widows and parents of members of the armed forces who lost their lives in World War II; to the Committee on Military Affairs.

By Mr. WHITE:

H. R. 7122. A bill relating to the application of State grazing and fencing laws with respect to public lands; to the Committee on the Public Lands.

By Mr. LAFOLLETTE:

H. R. 7123. A bill to promote the general welfare of the people of the United States by establishing a publicly supported labor extension program for wage and salary earners, and for other purposes; to the Committee on Labor.

By Mr. HAGEN:

H. R. 7125. A bill providing direct Federal old-age assistance at the rate of \$60 per month to needy citizens 60 years of age or over; to the Committee on Ways and Means.

By Mr. HEALY:

H. R. 7126. A bill to amend section 2 of the act of July 16, 1946 (Public Law 514, 79th Cong.), relating to the establishment and operation in the District of Columbia of nurseries and nursery schools, so as to permit payment of compensation for services rendered after June 30, 1946, and prior to the

enactment of such act; to the Committee on the District of Columbia.

By Mr. PITTENGER:

H. R. 7127. A bill to provide a preference for veterans in the purchase of new automobiles; to the Committee on World War Veterans' Legislation.

By Mr. FARRINGTON:

H. R. 7128. A bill to remove the racial restrictions upon naturalization and to amend the immigration laws, and for other purposes; to the Committee on Immigration and Naturalization.

By Mr. CLASON:

H. R. 7129. A bill to provide certain benefits for civilian flying instructors of personnel for the armed forces in World War II; to the Committee on Military Affairs.

By Mr. RANKIN:

H. R. 7130. A bill to authorize the Veterans' Administration to reimburse State and local agencies for expenses incurred in rendering services in connection with the administration of certain training programs for veterans, and for other purposes; to the Committee on World War Veterans' Legislation.

By Mrs. ROGERS of Massachusetts:

H. R. 7131. A bill to enable veterans pursuing courses of vocational rehabilitation or courses of education and training under the Servicemen's Readjustment Act, as amended, to obtain medical and dental care and treatment from the Veterans' Administration while pursuing such courses; to the Committee on World War Veterans' Legislation.

By Mr. JACKSON:

H. R. 7132. A bill to promote the general welfare of the people of the United States by establishing a publicly supported labor extension program for wage and salary earners, and for other purposes; to the Committee on Labor.

PRIVATE BILLS AND RESOLUTIONS

Under clause 1 of rule XXII, private bills and resolutions were introduced and severally referred as follows:

By Mr. BENDER:

H. R. 7133. A bill for the relief of Raul Pereira Dias; to the Committee on Immigration and Naturalization.

H. R. 7134. A bill for the relief of Manuel Leite Silva Brandao; to the Committee on Immigration and Naturalization.

H. R. 7135. A bill for the relief of Agostinho Pereira de Souza; to the Committee on Immigration and Naturalization.

H. R. 7136. A bill for the relief of Cipriano Margues Fraqueia; to the Committee on Immigration and Naturalization.

H. R. 7137. A bill for the relief of Joao Maria Garganta; to the Committee on Immigration and Naturalization.

By Mr. ROE of Maryland:

H. R. 7138. A bill for the relief of Fred O. Greenwood; to the Committee on Claims.

By Mr. WASIELEWSKI (by request):

H. R. 7139. A bill for the relief of Harry Emanuel Varelakis; to the Committee on Immigration and Naturalization.

PETITIONS, ETC.

Under clause 1 of rule XXII, petitions and papers were laid on the Clerk's desk and referred as follows:

2122. By Mr. COLE of Missouri: Petition of Mrs. O. B. Salisbury and 51 other citizens of Stewartsville, Clarksdale, and Easton, Mo., to pass the Voorhis resolution (H. J. Res. 325), which provides that as long as famine conditions exist no grain shall be allowed for the manufacture of liquor or other nonessential purposes; to the Committee on Agriculture.

2123. By Mr. HANCOCK: Petition of Mrs. Genevieve J. Spadaro and other residents of Onondaga County, N. Y., protesting against the reduction in the amount of grain allocated to the brewing industry; to the Committee on Agriculture.

VOCATIONAL EDUCATION ACT OF 1946

JULY 24, 1946.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. BARDEN, from the Committee on Education, submitted the following

REPORT

[To accompany S. 619]

The Committee on Education, to whom was referred the bill (S. 619) to amend the act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Page 2, line 7, after "which" insert "said".

Page 2, line 20, after "supervision" insert "by the vocational agriculture teachers".

Page 3, line 14, after the semicolon insert "and".

Page 3, strike out lines 15 to 19, both inclusive.

Page 3, line 20, strike out "(5)" and insert "(4)".

Page 4, line 2, strike out "(5)" and insert "(4)".

Page 4, lines 22 and 23, strike out "each for vocational guidance and" and insert "for".

Page 5, line 7, strike out "50" and insert "100".

Page 5, strike out beginning with "until" in line 8 down through "made" in line 13.

Page 6, in lines 9 and 10, strike out "as a teacher and supervisor".

Page 8, strike out lines 9 to 15, both inclusive.

Page 8, line 16, strike out "(c)" and insert "(b)".

The Committee on Education to whom was referred the bill (S. 619) to amend the act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

I. INTRODUCTION

Your committee having had brought to its attention the valuable and successful work done throughout the United States and Territories under the vocational training program as provided for in the Smith-Hughes and George-Deen Acts, and being further of the opinion that study and consideration should be given to the question of expanding the program as carried on by the two acts referred to for the purpose of not only taking care of the normal growing need in this field by the additional impact caused by the great number of veterans desiring to take advantage of this program, took up for consideration H. R. 4384 which had been referred to the Committee on Education and which had been introduced October 16, 1945, and conducted extensive hearings on the bill.

On February 26, 1945, Senate bill 619 was introduced in the Senate, which bill dealt with the same subject matter, and the Senate Committee on Education and Labor, likewise realizing the great need and importance of the expansion of this program, conducted hearings, and at the conclusion of the hearings adopted virtually all of the provisions verbatim contained in H. R. 4384, considerably reduced the funds, and reported it to the Senate where it was passed and sent to the House. This bill was then referred to your Committee on Education, and the committee having held long and extensive hearings on H. R. 4384 could see no real purpose in additional hearings when identically the same subject matter was under consideration. Your committee, therefore, proceeded to consider S. 619 and reported same with amendments as hereinbefore stated.

During the hearings it was very evident that there was a real need for the extension of the present program of vocational education. There was a general feeling on the part of your committee that we must continue the present State and local administration of vocational education and in any new legislation avoid legal provisions which would tend to disturb the present efficient and satisfactory relations which now exist and which has for many years existed between the several States, Territories, and the Federal Government. The administration of vocational education under the Smith-Hughes and George-Deen Acts has become very generally understood and the principles of operation accepted and approved. With these ideas in mind your committee thought it unwise at this time to disturb the basic law written in the Smith-Hughes and George-Deen Acts as they relate to the State and local control and participation in the program. The bill S. 619 as reported by your committee amends the existing George-Deen Act by providing additional Federal funds for the extension of the present program of vocational education. The purpose of the bill is to stimulate the extension of the program of vocational education in communities that are not now adequately served with such programs and to encourage the establishment of vocational-education programs in areas not now served by such programs, thereby, making available to both civilians and veterans in these communities vocational-training programs.

Some members of your committee feel that at some later date a careful study of the methods of distribution and the relation of the Federal and State powers should be made, looking toward a better arrangement if such be possible. In this connection it should be

borne in mind, however, that during the entire hearings before your committee no complaints were made of the present system from the witnesses from the various States.

II. SUMMARY OF THE BILL

Briefly, S. 619 as amended provides additional Federal grants-in-aid for the purpose of taking care of the expanding need and of stimulating the extension of the present program in vocational education in the following fields of training, particularly in communities not now being served:

- (a) Agriculture.
- (b) Home economics.
- (c) Trades and industry.
- (d) Distributive occupations.

The bill continues the present method of administering vocational education by States and local communities as previously provided in the original George-Deen Act. The bill does not provide for any additional funds for the administration of vocational education on the Federal level. The \$350,000 provided in the bill as an appropriation for the Office of Education, Federal Security Agency, is the same sum that has been authorized under the George-Deen Act since 1936.

III. NEED FOR EXTENSION OF VOCATIONAL EDUCATION PROGRAM

The public vocational schools, in peacetime and in wartime, have demonstrated their ability to train people for gainful and useful employment. The availability of additional funds provided by S. 619 will make it possible for the public vocational schools to make a necessary contribution to the Nation's postwar reconversion program.

New occupational fields in industry requiring new skills, new tools requiring the development of other new skills, new materials, and new processes will require additional vocational and technical knowledge and skills. Many of the new developments of wartime production will be applied to peacetime pursuits if there are persons sufficiently trained to make the applications to the economy of the world of peace. The vocational training program is one for both the in-school and out-of-school older youth group and adults—it is a program of training and retraining and reeducation.

At the urgent request of the Future Farmers of America and the New Farmers of America, this bill provides for the supervision of their local chapters by the teacher of vocational agriculture located in that particular school. This requirement is already in the charters of these organizations and this has been the accepted practice and responsibility of the local vocational teacher since the organization of the Future Farmers of America and the New Farmers of America. These organizations are for students enrolled in vocational agriculture classes. Briefly discussing the Future Farmers of America, this organization has a motto worth noting, "Learning to do, doing to learn, earning to live, and living to serve." This organization has 6,502 local chapters and a membership of 204,175 active members. The teacher of vocational agriculture serves as local adviser to these boys. Two of the officers of this national organization appeared before the committee and presented some very wholesome, typically American philosophy regarding thrift and work.

IV. ANALYSIS OF S. 619

CHIEF OBJECTIVE OF BILL

To provide for an extension of the present program of vocational education as developed under the Smith-Hughes and George-Deen Acts. This bill amends the George-Deen Act to provide for this extension.

ADMINISTRATION OF VOCATIONAL TRAINING PROGRAM

This program will be in the hands of State and local authorities and is an extension of the present program of vocational education; it requires no new system of schools and no new administrative units. This bill makes no new provision nor any additional appropriation for Federal administration. Funds made available will be administered through the present channels operating the federally aided public vocational schools throughout the country.

A DECENTRALIZED PLAN

Because there are no additional funds authorized for Federal administration in this bill, and because the program will be in the hands of State and local educational authorities, the extension of the program of vocational education under this bill will be a decentralized plan of operation.

MATCHING FEATURES

The funds authorized in this bill are to be matched by State and/or local funds on a 100 percent matching basis.

INDUSTRIAL-PLANT TRAINING PROGRAMS

Must be bona fide vocational training programs and not a device to utilize the services of vocational trainees for private profit.

VOCATIONAL TRAINING SERVICES AUTHORIZED WITH APPROPRIATION AMOUNTS

1. Agricultural education: The sum authorized in this bill will permit the extension of the service in agricultural education to thousands of farming communities not now receiving these services. Thousands of official requests from rural boards of education are already on file with State boards for vocational education awaiting additional funds for the purpose. Appropriation authorized, \$10,000,000, to be distributed in the proportion that the farm population of a State bears to the total farm population of the United States and Territories.

2. Home economics education: This provides for an extension into communities not now being served, of the training in homemaking, including the conservation of food and other family resources. Appropriation authorized, \$8,000,000, to be distributed in the proportion that the rural population of a State bears to the total rural population of the United States and Territories.

3. Industrial education: This provides for an extension of the present efficient program in industrial education and permits training for a wider range of occupations now requesting and needing such training. It will make possible vocational training for thousands who will be needed in connection with new developments in industry. Appropriation authorized, \$8,000,000, to be distributed in the proportion that the nonfarm population of a State bears to the total non-farm population of the United States and Territories.

4. Training for distributive occupations: One of the largest occupational groups in this country, and one of the poorest-trained groups, is the group engaged in distributive occupations. Numerous large wholesale and retail organizations in this country are repeatedly requesting a further development of vocational training for this group. The public also has come to recognize the necessity for it. Appropriation authorized, \$2,500,000, to be distributed in the proportion that the total population of a State bears to the total population of the United States and Territories.

5. Minimum allotments: In order to assure each State of a sufficient minimum appropriation to provide for an extension of the various vocational training programs authorized in this bill, certain annual minimum appropriations to each State are authorized as follows:

(a) Agricultural education.....	\$40, 000
(b) Home economics education.....	40, 000
(c) Trade and industrial education.....	40, 000
(d) Training for distributive trades.....	15, 000

6. The appropriation of \$350,000 for the United States Office of Education is not a new appropriation. This sum has been a part of the George-Deen Act since 1936, and is still needed;

V. CONCLUSION

The operation of the Smith-Hughes Act and the George-Deen Act through the years has shown that Federal funds made available under the provisions of these acts have greatly stimulated the establishment and operation of approved vocational courses and programs. One of the net results has been a steady increase in the amount of State and local funds appropriated for this purpose under the stimulation of the Federal funds available.

The provisions of this bill do not meet all the needs involved in furnishing an adequate system of public vocational education for the youth and adults of this Nation. It is expected that the additional funds made available through the provisions of this bill serve to increase materially and steadily the vocational education programs. It is further expected that these funds will gradually increase the amount of State and local funds that will become available for vocational education.

CHANGES IN EXISTING LAW

In compliance with paragraph 2a of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as it was referred to the committee, are shown as follows (existing

law proposed to be omitted is enclosed in black brackets, new matter is printed in italics):

ACT OF JUNE 8, 1936 (GEORGE-DEEN ACT)

AN ACT To provide for the further development of vocational education in the several States and Territories

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, [That for the purpose of providing for the further development of vocational education in the several States and Territories there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1937, and annually thereafter, the sum of \$12,000,000: *Provided*, That the several States and Territories shall be required to match by State or local funds or both 50 per centum of the appropriations authorized under the provisions of this section until June 30, 1942, 60 per centum for the year ending June 30, 1943, 70 per centum for the year ending June 30, 1944, 80 per centum for the year ending June 30, 1945, 90 per centum for the year ending June 30, 1946, and annually thereafter 100 per centum of the appropriations authorized under the provisions of this section. One-third of this sum each year shall be allotted to the States and Territories in the proportion that their farm population bears to the total farm population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is made, and shall be used for the salaries and necessary travel expenses of teachers, supervisors, and directors of agricultural subjects in such States and Territories. One-third of the sum appropriated for each fiscal year shall be allotted to the States and Territories in the proportion that their rural population bears to the total rural population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is to be made, and shall be used for the salaries and travel expenses of teachers, supervisors, and directors of home-economics subjects in such States and Territories. One-third of the sum appropriated for each fiscal year shall be allotted to the States and Territories in the proportion that their nonfarm population bears to the total nonfarm population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is to be made, and shall be used for the salaries and necessary travel expenses of teachers, supervisors, and directors of trade and industrial subjects, in such States and Territories: *Provided further*, That the allotment of funds to any State or Territory for each of the three purposes enumerated in this section shall be not less than a minimum of \$20,000 for any fiscal year, 50 per centum of which shall be matched by State or local funds or both, and there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1937, and annually thereafter the sum of \$175,000, or so much thereof as may be needed, which shall be used for the purpose of providing the minimum allotments to the States and Territories provided for in this section.

[SEC. 2. In addition to the sum authorized to be appropriated by section 1 hereof, there is hereby authorized to be appropriated, and required to be matched in the same proportions as such sum, the sum of \$1,200,000, to be allotted to the States and Territories in the proportion that their total population bears to the total population of the United States and Territories, according to the United States census last preceding the end of the fiscal year in which any such allotment is made, and shall be used for the salaries and necessary travel expenses of teachers, supervisors, and directors of, and maintenance of teacher training in, distributive occupational subjects in such States and Territories: *Provided, however*, That the allotment of funds to any State or Territory for the purpose of this section shall be not less than a minimum of \$10,000 for any fiscal year after July 1, 1937, and there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1937, and annually thereafter the sum of \$54,000, or so much thereof as may be needed, which shall be used for the purpose of providing the minimum allotments to the States and Territories provided for in this section.

[SEC. 3. That for the purpose of cooperating with the States and Territories in preparing teachers, supervisors, and directors of agricultural, trade and industrial, and home-economics subjects there is hereby authorized to be appropriated for the use of the several States and Territories for the fiscal year beginning July 1, 1937, and annually thereafter the sum of \$1,000,000. Said sum shall be allotted to the several States and Territories in the proportion which their population bears to the total population of the United States and Territories, according to the last preceding United States census: *Provided*, That the allotment of funds to any State or Territory shall be not less than a minimum of \$10,000 for any fiscal year.

And there is hereby authorized to be appropriated for the fiscal year beginning after the enactment of the Act and annually thereafter the sum of \$54,000, or so much thereof as may be needed, which shall be used for the purpose of providing the minimum allotments to the States and Territories provided for in this section.

[SEC. 4. For the purpose of carrying out the provisions of this Act there is hereby authorized to be appropriated to the Office of Education, Department of the Interior, for vocational education, for the fiscal year beginning July 1, 1937, and annually thereafter the sum of \$350,000, to be expended for the same purposes and in the same manner as provided in section 7 of the Act approved February 23, 1917, as amended October 6, 1917.]

[SEC. 5. The Secretary of the Treasury, through the Division of Disbursement of the Treasury Department, shall, upon the certification of the United States Commissioner of Education, pay, in equal semiannual payments, on the 1st day of July and January of each year, to the custodian for vocational education of each State and Territory designated in the Act approved February 23, 1917, the moneys to which the State or Territory is entitled under the provisions of this Act.]

[SEC. 6. The appropriations made by this Act shall be in addition to, and shall be subject to the same conditions and limitations as, the appropriations made by the Act entitled "An Act to provide for the promotion of vocational education; to provide cooperation with the States in the promotion of such education in agriculture and in the trades and industries; to provide cooperation with the States in the preparation of teachers of vocational subjects; and to appropriate money and regulate its expenditures", approved February 23, 1917, except that the appropriations made by this Act for home economics shall be subject to the conditions and limitations applicable to the appropriation for agricultural purposes under such Act of February 23, 1917, with the exception of that part of section 10 thereof which requires directed or supervised practice for at least six months per year; that such moneys as are provided by this Act for trade and industrial subjects, including public and other service occupations, may be expended for part-time classes operated for less than one hundred and forty-four hours per year; that the provisions of section 11 of the Act of February 23, 1917, requiring at least one-third of the sum appropriated to any State to be expended for part-time schools or classes shall be held to include any part-time day-school classes for workers fourteen years of age and over, and evening-school classes for workers sixteen years of age and over; except that the appropriations made by this Act for distributive occupational subjects shall be limited to part-time and evening schools as provided in said Act of February 23, 1917, for trade, home economics, and industrial subjects and as qualified by the provisions of this section; and that the appropriations available under section 4 of this Act shall be available for expenses of attendance at meeting of educational associations and other organizations and for expenses of conferees called to meet in the District of Columbia or elsewhere, which, in the opinion of the Commissioner, are necessary for the efficient discharge of the provisions of this Act.]

[SEC. 6a. No part of the appropriations herein authorized shall be expended in industrial-plant training programs, except such industrial-plant training be bona-fide vocational training, and not a device to utilize the services of vocational trainees for private profit.]

[SEC. 7. The appropriations authorized by this Act shall be in lieu thereof and not in addition to the appropriations authorized in sections 1 and 2 of Public Law Numbered 245, Seventy-third Congress, approved May 21, 1934.]

[SEC. 8. As used in this Act the term "States and Territories" means the several States, the Territories of Alaska and Hawaii, the Island of Puerto Rico, and the District of Columbia.]

SHORT TITLE

SECTION 1. This Act may be cited as the "Vocational Education Act of 1946."

DEFINITIONS

SEC. 2. As used in this Act—

(1) the term "States and Territories" means the several States, the Territories of Alaska and Hawaii, the island of Puerto Rico, and the District of Columbia;

(2) the terms "State plan" and "State board" shall have the meaning which terms have in the Smith-Hughes Vocational Education Act; and

(3) the term "Smith-Hughes Vocational Education Act" means the Act approved February 23, 1917 (39 Stat. 929, ch. 114).

AUTHORIZATION FOR APPROPRIATIONS FOR VOCATIONAL EDUCATION

SEC. 3. (a) For the purpose of assisting the several States and Territories in the further development of vocational education, there is authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter—

(1) \$10,000,000 for vocational education in agriculture, including supervision of the activities, related to vocational education in agriculture, of the Future Farmers of America and the New Farmers of America, to be apportioned for expenditure in the several States and Territories in the proportion that their farm population bears to the total farm population of the States and Territories, according to the last preceding United States census;

(2) \$8,000,000 for vocational education in home economics, to be apportioned for expenditure in the several States and Territories in the proportion that their rural population bears to the total rural population of the States and Territories, according to the last preceding United States census;

(3) \$8,000,000 for vocational education in trades and industry, to be apportioned for expenditure in the several States and Territories in the proportion that their nonfarm population bears to the total nonfarm population of the States and Territories, according to the last preceding United States census;

(4) \$1,500,000 for vocational guidance, to be apportioned for expenditure in the several States and Territories in the proportion that their total population bears to the total population of the States and Territories, according to the last preceding United States census; and

(5) \$2,500,000 for vocational education in distributive occupations, to be apportioned for expenditure in the several States and Territories in the proportion that their total population bears to the total population of the States and Territories, according to the last preceding United States census;

(b) The funds appropriated under authority of paragraphs (1) to (5), inclusive, of subsection (a) of this section may be used for assisting the several States and Territories, for the purposes therein specified, in the maintenance of adequate programs of administration, supervision, and teacher-training; for salaries and necessary travel expenses of teachers, teacher-trainers, vocational counselors, supervisors and directors of vocational education and vocational guidance; for securing necessary educational information and data as a basis for the proper development of programs of vocational education and vocational guidance; for training and work-experience training programs for out-of-school youth; for training programs for apprentices; for purchase or rent of equipment and supplies for vocational instruction: Provided, That all expenditures for the purposes as set forth in this section shall be made in accordance with the State plan for vocational education.

(c) Notwithstanding the provisions of subsection (a), the amount to be available for expenditure in any State or Territory shall be not less, for any fiscal year, than \$40,000 each for vocational education in agriculture, in home economics, and in trades and industry; \$15,000 each for vocational guidance and vocational education in distributive occupations and there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter, such additional sums as may be needed for the purpose of providing such minimum amounts.

[REQUIREMENTS AS TO MATCHING OF FUNDS

SEC. 4. The several States and Territories, in order to receive the benefits of this Act, shall be required to match by State and local funds or both 50 per centum of the appropriations made under authority of section 3 until June 30, 1951; 60 per centum for the year ending June 30, 1952; 70 per centum for the year ending June 30, 1953; 80 per centum for the year ending June 30, 1954; 90 per centum for the year ending June 30, 1955; and annually thereafter 100 per centum of the appropriations so made.

MAKING OF PAYMENTS

SEC. 5. The Secretary of the Treasury, through the Fiscal Service of the Treasury Department, shall, upon the certification of the United States Commissioner of Education, pay, in equal semiannual payments, on the first day of July and January of each year, to the custodian for vocational education of each State and Territory designated in the Smith-Hughes Vocational Education Act, the moneys to which the State or Territory is entitled under the provisions of this Act.

AVAILABILITY OF FUNDS FOR SALARY AND EXPENSES OF STATE DIRECTORS

SEC. 6. Funds appropriated under authority of section 3 shall be available, on a prorated basis determined by the State board, for the salary and necessary travel expenses of a State director of vocational education selected by the State board, in accordance with the requirements of the State plan, on the basis of his technical and professional qualifications including experience in vocational education as a teacher and supervisor.

APPLICABILITY OF SMITH-HUGHES VOCATIONAL EDUCATION ACT

SEC. 7. The appropriations made under authority of this Act shall be in addition to, and shall be subject to the same conditions and limitations as, the appropriations made to carry out the Smith-Hughes Vocational Education Act; except that (1) the appropriations made under authority of this Act for home economics shall be subject to the conditions and limitations applicable to the appropriation for agricultural purposes under the Smith-Hughes Vocational Education Act, with the exception of that part of section 10 thereof which requires directed or supervised practice for at least six months per year; (2) such moneys as are provided under authority of this Act for trade and industrial subjects, and public and other service occupations, may be expended for part-time classes operated for less than one hundred and forty-four hours per year; (3) the provisions of section 11 of the Smith-Hughes Vocational Education Act, requiring at least one-third of the sum appropriated to any State to be expended for part-time schools or classes shall be held to include any part-time day-school classes for workers sixteen years of age and over, and evening-school classes for workers sixteen years of age and over; (4) the appropriations made by this Act for distributive occupational subjects shall be limited to part-time and evening schools as provided in the Smith-Hughes Vocational Education Act, for trade, home economics, and industrial subjects and as qualified by the provisions of this section; (5) preemployment schools and classes organized for persons over eighteen years of age or who have left the full-time school may be operated for less than nine months per year and less than thirty hours per week and without the requirement that a minimum of 50 per centum of the time must be given to shop work on a useful or productive basis; and (6) the appropriations available under section 9 of this Act shall be available for expenses of attendance at meetings of educational associations and other organizations and for expenses of conferees called to meet in the District of Columbia or elsewhere, which, in the opinion of the Commissioner, are necessary for the efficient discharge of the provisions of this Act.

RESTRICTIONS AND CONDITIONS

SEC. 8. (a) No part of the appropriations made under authority of this Act shall be expended in industrial-plant training programs, except such industrial-plant training be bona fide vocational training, and not a device to utilize the services of vocational trainees for private profit.

(b) In order to receive the benefits of the appropriations made under authority of this Act, the State board for vocational education of each State and Territory shall include in its State plan provision for the utilization of representative advisory committees, and where the interests of labor and management are involved they shall have equal representation.

(c) After June 30, 1951; not more than 10 per centum of the amount appropriated for each of the purposes specified in section 3 (a) shall be used for the purchase or acquisition of equipment.

APPROPRIATIONS FOR OFFICE OF EDUCATION

SEC. 9. For the purpose of carrying out the provisions of this Act there is hereby authorized to be appropriated to the Office of Education, Federal Security Agency, for vocational education, for the fiscal year beginning July 1, 1937, and annually thereafter the sum of \$350,000, to be expended for the same purposes and in the same manner as provided in section 7 of the Smith-Hughes Vocational Educational Act, as amended October 6, 1917.

For the information of the House, the text of the Smith-Hughes Vocational Education Act, referred to in the text of the bill, is set forth below:

ACT OF FEBRUARY 23, 1917 (SMITH-HUGHES VOCATIONAL EDUCATION ACT)

AN ACT To provide for the promotion of vocational education; to provide for cooperation with the States in the promotion of such education in agriculture and the trades and industries; to provide for cooperation with the States in the preparation of teachers of vocational subjects; and to appropriate money and regulate its expenditure

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby annually appropriated, out of any money in the Treasury not otherwise appropriated, the sums provided in sections two, three, and four of this Act, to be paid to the respective States for the purpose of cooperating with the States in paying the salaries of teachers, supervisors, and directors of agricultural subjects, and teachers of trade, home economics, and industrial subjects, and in the preparation of teachers of agricultural, trade, industrial, and home economics subjects; and the sum provided for in section seven for the use of the Federal Board for Vocational Education for the administration of this Act and for the purpose of making studies, investigations, and reports to aid in the organization and conduct of vocational education, which sums shall be expended as hereinafter provided.

SEC. 2. That for the purpose of cooperating with the States in paying the salaries of teachers, supervisors, or directors of agricultural subjects there is hereby appropriated for the use of the States, subject to the provisions of this Act, for the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of \$500,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of \$750,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of \$1,000,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, the sum of \$1,250,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-two, the sum of \$1,500,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-three, the sum of \$1,750,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-four, the sum of \$2,000,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-five, the sum of \$2,500,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-six, and annually thereafter, the sum of \$3,000,000. Said sums shall be allotted to the States in the proportion which their rural population bears to the total rural population in the United States, not including outlying possessions, according to the last preceding United States census: *Provided*, That the allotment of funds to any State shall be not less than a minimum of \$5,000 for any fiscal year prior to and including the fiscal year ending June thirtieth, nineteen hundred and twenty-three, nor less than \$10,000 for any fiscal year thereafter, and there is hereby appropriated the following sums, or so much thereof as may be necessary, which shall be used for the purpose of providing the minimum allotment to the States provided for in this section: For the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of \$48,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of \$34,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of \$24,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, the sum of \$18,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-two, the sum of \$14,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-three, the sum of \$11,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-four, the sum of \$9,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-five, the sum of \$34,000; and annually thereafter the sum of \$27,000.

SEC. 3. That for the purpose of cooperating with the States in paying the salaries of teachers of trade, home economics, and industrial subjects there is hereby appropriated for the use of the States, for the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of \$500,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of \$750,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of \$1,000,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, the sum of \$1,250,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-two, the sum of \$1,500,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-three, the sum of \$1,750,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-four, the sum of \$2,000,000; for the fiscal year ending June thirtieth, nineteen hundred

and twenty-five, the sum of \$2,500,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-six, the sum of \$3,000,000; and annually thereafter the sum of \$3,000,000. Said sums shall be allotted to the States in the proportion which their urban population bears to the total urban population in the United States, not including outlying possessions, according to the last preceding United States census: *Provided*, That the allotment of funds to any State shall be not less than a minimum of \$5,000 for any fiscal year prior to and including the fiscal year ending June thirtieth, nineteen hundred and twenty-three, nor less than \$10,000 for any fiscal year thereafter, and there is hereby appropriated the following sums, or so much thereof as may be needed, which shall be used for the purpose of providing the minimum allotment to the States provided for in this section: For the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of \$66,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of \$46,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of \$34,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, the sum of \$28,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-two, the sum of \$25,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-three, the sum of \$22,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-four, the sum of \$19,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-five, the sum of \$56,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-six, and annually thereafter, the sum of \$50,000.

That not more than twenty per centum of the money appropriated under this Act for the payment of salaries of teachers of trade, home economics, and industrial subjects, for any year, shall be expended for the salaries of teachers of home economics subjects.

SEC. 4. That for the purpose of cooperating with the States in preparing teachers, supervisors, and directors of agricultural subjects and teachers of trade and industrial and home economics subjects there is hereby appropriated for the use of the States for the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of \$500,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of \$700,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of \$900,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, and annually thereafter, the sum of \$1,000,000. Said sums shall be allotted to the States in the proportion which their population bears to the total population of the United States, not including outlying possessions, according to the last preceding United States census: *Provided*, That the allotment of funds to any State shall be not less than a minimum of \$5,000 for any fiscal year prior to and including the fiscal year ending June thirtieth, nineteen hundred and nineteen, nor less than \$10,000 for any fiscal year thereafter. And there is hereby appropriated the following sums, or so much thereof as may be needed, which shall be used for the purpose of providing the minimum allotment provided for in this section: For the fiscal year ending June thirtieth, nineteen hundred and eighteen, the sum of \$46,000; for the fiscal year ending June thirtieth, nineteen hundred and nineteen, the sum of \$32,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty, the sum of \$24,000; for the fiscal year ending June thirtieth, nineteen hundred and twenty-one, and annually thereafter, the sum of \$90,000.

SEC. 5. That in order to secure the benefits of the appropriations provided for in sections two, three, and four of this Act, any State shall, through the legislative authority thereof, accept the provisions of this Act and designate or create a State board, consisting of not less than three members, and having all necessary power to cooperate, as herein provided, with the Federal Board for Vocational Education in the administration of the provisions of this Act. The State board of education, or other board having charge of the administration of public education in the State, or any State board having charge of the administration of any kind of vocational education in the State may, if the State so elect, be designated as the State board, for the purposes of this Act.

In any State the legislature of which does not meet in nineteen hundred and seventeen, if the governor of that State, so far as he is authorized to do so, shall accept the provisions of this Act and designate or create a State board of not less than three members to act in cooperation with the Federal Board for Vocational Education, the Federal board shall recognize such local board for the purposes of this Act until the legislature of such State meets in due course and has been in session sixty days.

Any State may accept the benefits of any one or more of the respective funds herein appropriated, and it may defer the acceptance of the benefits of any one or more of such funds, and shall be required to meet only the conditions relative to

the fund or funds the benefits of which it has accepted: *Provided*, That after June thirtieth, nineteen hundred and twenty, no State shall receive any appropriation for salaries of teachers, supervisors, or directors of agricultural subjects, until it shall have taken advantage of at least the minimum amount appropriated for the training of teachers, supervisors, or directors of agricultural subjects, as provided for in this Act, and that after said date no State shall receive any appropriation for the salaries of teachers of trade, home economics, and industrial subjects until it shall have taken advantage of at least the minimum amount appropriated for the training of teachers of trade, home economics, and industrial subjects, as provided for in this Act.

SEC. 6. That a Federal Board for Vocational Education is hereby created, to consist of the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, the United States Commissioner of Education, and three citizens of the United States to be appointed by the President, by and with the advice and consent of the Senate. One of said three citizens shall be a representative of the manufacturing and commercial interests, one a representative of the agricultural interests, and one a representative of labor. The board shall elect annually one of its members as chairman. In the first instance, one of the citizen members shall be appointed for one year, one for two years, and one for three years, and thereafter for three years each. The members of the board other than the members of the Cabinet and the United States Commissioner of Education shall receive a salary of \$5,000 per annum.

The board shall have power to cooperate with State boards in carrying out the provisions of this Act. It shall be the duty of the Federal Board for Vocational Education to make, or cause to have made, studies, investigations, and reports, with particular reference to their use in aiding the States in the establishment of vocational schools and classes and in giving instruction in agriculture, trades and industries, commerce and commercial pursuits, and home economics. Such studies, investigations, and reports shall include agriculture and agricultural processes and requirements upon agricultural workers; trades, industries, and apprenticeships, trade and industrial requirements upon industrial workers, and classification of industrial processes and pursuits; commerce and commercial pursuits and requirements upon commercial workers; home management, domestic science, and the study of related facts and principles; and problems of administration of vocational schools and of courses of study and instruction in vocational subjects.

When the board deems it advisable such studies, investigations, and reports concerning agriculture, for the purposes of agricultural education, may be made in cooperation with or through the Department of Agriculture; such studies, investigations, and reports concerning trades and industries, for the purposes of trade and industrial education, may be made in cooperation with or through the Department of Labor; such studies, investigations, and reports concerning commerce and commercial pursuits, for the purposes of commercial education, may be made in cooperation with or through the Department of Commerce; such studies, investigations, and reports concerning the administration of vocational schools, courses of study, and instruction in vocational subjects may be made in cooperation with or through the Bureau of Education.

The Commissioner of Education may make such recommendations to the board relative to the administration of this Act as he may from time to time deem advisable. It shall be the duty of the chairman of the board to carry out the rules, regulations, and decisions which the board may adopt. The Federal Board for Vocational Education shall have power to employ such assistants as may be necessary to carry out the provisions of this Act.

SEC. 7. That there is hereby appropriated to the Federal Board for Vocational Education the sum of \$200,000 annually, to be available from and after the passage of this Act, for the purpose of making or cooperating in making the studies, investigations, and reports provided for in section six of this Act, and for the purpose of paying the salaries of the officers, the assistants, and such office and other expenses as the board may deem necessary to the execution and administration of this Act.

SEC. 8. That in order to secure the benefits of the appropriation for any purpose specified in this Act the State board shall prepare plans showing the kinds of vocational education for which it is proposed that the appropriation shall be used; the kinds of schools and equipment; courses of study; methods of instruction; qualifications of teachers; and, in the case of agricultural subjects the qualifications of supervisors or directors; plans for the training of teachers; and, in the case of agricultural subjects, plans for the supervision of agricultural education, as provided for in section ten. Such plans shall be submitted by the State board

to the Federal Board for Vocational Education, and if the Federal board finds the same to be in conformity with the provisions and purposes of this Act, the same shall be approved. The State board shall make an annual report to the Federal Board for Vocational Education, on or before September first of each year, on the work done in the State and the receipts and expenditures of money under the provisions of this Act.

SEC. 9. That the appropriation for the salaries of teachers, supervisors, or directors of agricultural subjects and of teachers of trade, home economics, and industrial subjects shall be devoted exclusively to the payment of salaries of such teachers, supervisors, or directors having the minimum qualifications set up for the State by the State board, with the approval of the Federal Board for Vocational Education. The cost of instruction supplementary to the instruction in agricultural and in trade, home economics, and industrial subjects provided for in this Act, necessary to build a well-rounded course of training, shall be borne by the State and local communities, and no part of the cost thereof shall be borne out of the appropriations herein made. The moneys expended under the provisions of this Act, in cooperation with the States, for the salaries of teachers, supervisors, or directors of agricultural subjects, or for the salaries of teachers of trade, home economics, and industrial subjects, shall be conditioned that for each dollar of Federal money expended for such salaries the State or local community, or both, shall expend an equal amount for such salaries; and that appropriations for the training of teachers of vocational subjects, as herein provided, shall be conditioned that such money be expended for maintenance of such training and that for each dollar of Federal money so expended for maintenance, the State or local community, or both, shall expend an equal amount for the maintenance of such training.

SEC. 10. That any State may use the appropriation for agricultural purposes, or any part thereof allotted to it, under the provisions of this Act, for the salaries of teachers, supervisors, or directors of agricultural subjects, either for the salaries of teachers of such subjects in schools or classes or for the salaries of supervisors or directors of such subjects under a plan of supervision for the State to be set up by the State board, with the approval of the Federal Board for Vocational Education. That in order to receive the benefits of such appropriation for the salaries of teachers, supervisors, or directors of agricultural subjects the State board of any State shall provide in its plan for agricultural education that such education shall be that which is under public supervision or control; that the controlling purpose of such education shall be to fit for useful employment; that such education shall be of less than college grade and be designed to meet the needs of persons over fourteen years of age who have entered upon or who are preparing to enter upon the work of the farm or of the farm home; that the State or local community, or both, shall provide the necessary plant and equipment determined upon by the State board, with the approval of the Federal Board for Vocational Education, as the minimum requirement for such education in schools and classes in the State; that the amount expended for the maintenance of such education in any school or class receiving the benefit of such appropriation shall be not less annually than the amount fixed by the State board, with the approval of the Federal board as the minimum for such schools or classes in the State; that such schools shall provide for directed or supervised practice in agriculture, either on a farm provided for by the school or other farm, for at least six months per year; that the teachers, supervisors, or directors of agricultural subjects shall have at least the minimum qualifications determined for the State by the State board, with the approval of the Federal Board for Vocational Education.

SEC. 11. That in order to receive the benefits of the appropriation for the salaries of teachers of trade, home economics, and industrial subjects the State board of any State shall provide in its plan for trade, home economics, and industrial education that such education shall be given in schools or classes under public supervision or control; that the controlling purpose of such education shall be to fit for useful employment; that such education shall be of less than college grade and shall be designed to meet the needs of persons over fourteen years of age who are preparing for a trade or industrial pursuit or who have entered upon the work of a trade or industrial pursuit; that the State or local community, or both, shall provide the necessary plant and equipment determined upon by the State board, with the approval of the Federal Board for Vocational Education, as the minimum requirement in such State for education for any given trade or industrial pursuit; that the total amount expended for the maintenance of such education in any school or class receiving the benefit of such appropriation shall be not less annually

than the amount fixed by the State board, with the approval of the Federal board, as the minimum for such schools or classes in the State; that such schools or classes giving instruction to persons who have not entered upon employment shall require that at least half of the time of such instruction be given to practical work on a useful or productive basis, such instruction to extend over not less than nine months per year and not less than thirty hours per week; that at least one-third of the sum appropriated to any State for the salaries of teachers of trade, home economics, and industrial subjects shall, if expended, be applied to part-time schools or classes for workers over fourteen years of age who have entered upon employment, and such subjects in a part-time school or class may mean any subject given to enlarge the civic or vocational intelligence of such workers over fourteen and less than eighteen years of age; that such part-time schools or classes shall provide for not less than one hundred and forty-four hours of classroom instruction per year; that evening industrial schools shall fix the age of sixteen years as a minimum entrance requirement and shall confine instruction to that which is supplemental to the daily employment; that the teachers of any trade or industrial subject in any State shall have at least the minimum qualifications for teachers of such subject determined upon for such State by the State board, with the approval of the Federal Board for Vocational Education: *Provided*, That for cities and towns of less than twenty-five thousand population, according to the last preceding United States census, the State board, with the approval of the Federal Board for Vocational Education, may modify the conditions as to the length of course and hours of instruction per week for schools and classes giving instruction to those who have not entered upon employment, in order to meet the particular needs of such cities and towns.

SEC. 12. That in order for any State to receive the benefits of the appropriation in this Act for the training of teachers, supervisors, or directors of agricultural subjects, or of teachers of trade, industrial, or home-economics subjects, the State board of such State shall provide in its plan for such training that the same shall be carried out under the supervision of the State board; that such training shall be given in schools or classes under public supervision or control; that such training shall be given only to persons who have had adequate vocational experience or contact in the line of work for which they are preparing themselves as teachers, supervisors, or directors, or who are acquiring such experience or contact as a part of their training; and that the State board, with the approval of the Federal board, shall establish minimum requirements for such experience or contact for teachers, supervisors, or directors of agricultural subjects and for teachers of trade, industrial, and home-economics subjects; that not more than sixty per centum nor less than twenty per centum of the money appropriated under this Act for the training of teachers of vocational subjects to any State for any year shall be expended for any one of the following purposes: For the preparation of teachers, supervisors, or directors of agricultural subjects, or the preparation of teachers of trade and industrial subjects, or the preparation of teachers of home-economics subjects.

SEC. 13. That in order to secure the benefits of the appropriations for the salaries of teachers, supervisors, or directors of agricultural subjects, or for the salaries of teachers of trade, home-economics, and industrial subjects, or for the training of teachers as herein provided, any State shall, through the legislative authority thereof, appoint as custodian for said appropriations its State treasurer, who shall receive and provide for the proper custody and disbursements of all money paid to the State from said appropriations.

SEC. 14. That the Federal Board for Vocational Education shall annually ascertain whether the several States are using, or are prepared to use, the money received by them in accordance with the provisions of this Act. On or before the first day of January of each year the Federal Board for Vocational Education shall certify to the Secretary of the Treasury each State which has accepted the provisions of this Act and complied therewith, certifying the amounts which each State is entitled to receive under the provisions of this Act. Upon such certification the Secretary of the Treasury shall pay quarterly to the custodian for vocational education of each State the moneys to which it is entitled under the provisions of this Act. The moneys so received by the custodian for vocational education for any State shall be paid out on the requisition of the State board as reimbursement for expenditures already incurred to such schools as are approved by said State board and are entitled to receive such moneys under the provisions of this Act.

SEC. 15. That whenever any portion of the fund annually allotted to any State has not been expended for the purpose provided for in this Act, a sum equal to such portion shall be deducted by the Federal board from the next succeeding annual allotment from such fund to such State.

SEC. 16. That the Federal Board for Vocational Education may withhold the allotment of moneys to any State whenever it shall be determined that such moneys are not being expended for the purposes and under the conditions of this Act.

If any allotment is withheld from any State, the State board of such State may appeal to the Congress of the United States, and if the Congress shall not direct such sum to be paid it shall be covered into the Treasury.

SEC. 17. That if any portion of the moneys received by the custodian for vocational education of any State under this Act, for any given purpose named in this Act, shall, by any action or contingency, be diminished or lost, it shall be replaced by such State, and until so replaced no subsequent appropriation for such education shall be paid to such State. No portion of any moneys appropriated under this Act for the benefit of the States shall be applied, directly or indirectly, to the purchase, erection, preservation, or repair of any building or buildings or equipment, or for the purchase or rental of lands, or for the support of any religious or privately owned or conducted school or college.

SEC. 18. That the Federal Board for Vocational Education shall make an annual report to Congress, on or before December first, on the administration of this Act and shall include in such report the reports made by the State boards on the administration of this Act by each State and the expenditures of the money allotted to each State.

○

Union Calendar No. 818

79TH CONGRESS
2^D SESSION

S. 619

[Report No. 2658]

IN THE HOUSE OF REPRESENTATIVES

JULY 3, 1946

Referred to the Committee on Education

JULY 24, 1946

Reported with amendments, committed to the Committee of the Whole House
on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

AN ACT

To amend the Act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Act approved June 8, 1936, entitled "An Act
4 to provide for the further development of vocational educa-
5 tion in the several States and Territories" (49 Stat. 1488,
6 ch. 541), is amended to read as follows:

7 "SHORT TITLE

8 "SECTION 1. This Act may be cited as the 'Vocational
9 Education Act of 1946'".

1 "DEFINITIONS

2 "SEC. 2. As used in this Act—

3 "(1) the term 'States and Territories' means the
4 several States, the Territories of Alaska and Hawaii,
5 the island of Puerto Rico, and the District of Columbia;

6 "(2) the terms 'State plan' and 'State board' shall
7 have the meaning which *said* terms have in the Smith-
8 Hughes Vocational Education Act; and

9 "(3) the term 'Smith-Hughes Vocational Educa-
10 tion Act' means the Act approved February 23, 1917
11 (39 Stat. 929, ch. 114).

12 "AUTHORIZATION FOR APPROPRIATIONS FOR VOCATIONAL
13 EDUCATION

14 "SEC. 3. (a) For the purpose of assisting the several
15 States and Territories in the further development of voca-
16 tional education, there is authorized to be appropriated for
17 the fiscal year beginning July 1, 1946, and annually there-
18 after—

19 "(1) \$10,000,000 for vocational education in agri-
20 culture, including supervision *by the vocational agricul-*
21 *ture teachers* of the activities, related to vocational educa-
22 tion in agriculture, of the Future Farmers of America
23 and the New Farmers of America, to be apportioned
24 for expenditure in the several States and Territories in
25 the proportion that their farm population bears to the

1 total farm population of the States and Territories,
2 according to the last preceding United States census;

3 “(2) \$8,000,000 for vocational education in home
4 economics, to be apportioned for expenditure in the
5 several States and Territories in the proportion that
6 their rural population bears to the total rural population
7 of the States and Territories, according to the last
8 preceding United States census;

9 “(3) \$8,000,000 for vocational education in trades
10 and industry, to be apportioned for expenditure in the
11 several States and Territories in the proportion that their
12 nonfarm population bears to the total nonfarm population
13 of the States and Territories, according to the last pre-
14 ceding United States census; *and*

15 “~~(4)~~ \$1,500,000 for vocational guidance, to be
16 apportioned for expenditure in the several States and
17 Territories in the proportion that their total population
18 bears to the total population of the States and Territories,
19 according to the last preceding United States census; *and*

20 “~~(5)~~ (4) \$2,500,000 for vocational education in
21 distributive occupations, to be apportioned for expendi-
22 ture in the several States and Territories in the propor-
23 tion that their total population bears to the total popula-
24 tion of the States and Territories, according to the last
25 preceding United States census;

1 “(b) The funds appropriated under authority of para-
2 graphs (1) to ~~(5)~~ (4), inclusive, of subsection (a) of this
3 section may be used for assisting the several States and Terri-
4 tories, for the purposes therein specified, in the maintenance
5 of adequate programs of administration, supervision, and
6 teacher-training; for salaries and necessary travel expenses
7 of teachers, teacher-trainers, vocational counselors, super-
8 visors and directors of vocational education and vocational
9 guidance; for securing necessary educational information and
10 data as a basis for the proper development of programs of
11 vocational education and vocational guidance; for training
12 and work-experience training programs for out-of-school
13 youth; for training programs for apprentices; for purchase
14 or rent of equipment and supplies for vocational instruction:
15 *Provided*, That all expenditures for the purposes as set forth
16 in this section shall be made in accordance with the State plan
17 for vocational education.

18 “(c) Notwithstanding the provisions of subsection (a),
19 the amount to be available for expenditure in any State or
20 Territory shall be not less, for any fiscal year, than \$40,000
21 each for vocational education in agriculture, in home eco-
22 nomics, and in trades and industry; \$15,000 ~~each for voca-~~
23 ~~tional guidance and~~ *for* vocational education in distributive
24 occupations and there is hereby authorized to be appropriated

1 for the fiscal year beginning July 1, 1946, and annually
2 thereafter, such additional sums as may be needed for the
3 purpose of providing such minimum amounts.

4 "REQUIREMENTS AS TO MATCHING OF FUNDS

5 "SEC. 4. The several States and Territories, in order to
6 receive the benefits of this Act, shall be required to match
7 by State and local funds or both ~~50~~ 100 per centum of the
8 appropriations made under authority of section 3 ~~until June~~
9 ~~30, 1951~~; ~~60~~ per centum for the year ending June 30, 1952;
10 ~~70~~ per centum for the year ending June 30, 1953; 80 per
11 centum for the year ending June 30, 1954; 90 per centum
12 for the year ending June 30, 1955; and annually thereafter
13 100 per centum of the appropriations so made.

14 "MAKING OF PAYMENTS

15 "SEC. 5. The Secretary of the Treasury, through the
16 Fiscal Service of the Treasury Department, shall, upon the
17 certification of the United States Commissioner of Educa-
18 tion, pay, in equal semiannual payments, on the first day of
19 July and January of each year, to the custodian for voca-
20 tional education of each State and Territory designated in
21 the Smith-Hughes Vocational Education Act, the moneys to
22 which the State or Territory is entitled under the provisions
23 of this Act.

1 "AVAILABILITY OF FUNDS FOR SALARY AND EXPENSES OF
2 STATE DIRECTORS

3 "SEC. 6. Funds appropriated under authority of section
4 3 shall be available, on a prorated basis determined by the
5 State board, for the salary and necessary travel expenses of
6 a State director of vocational education selected by the State
7 board, in accordance with the requirements of the State
8 plan, on the basis of his technical and professional qualifica-
9 tions including experience in vocational education as a
10 teacher and supervisor.

11 "APPLICABILITY OF SMITH-HUGHES VOCATIONAL
12 EDUCATION ACT

13 "SEC. 7. The appropriations made under authority of
14 this Act shall be in addition to, and shall be subject to the
15 same conditions and limitations as, the appropriations made
16 to carry out the Smith-Hughes Vocational Education Act;
17 except that (1) the appropriations made under authority of
18 this Act for home economics shall be subject to the condi-
19 tions and limitations applicable to the appropriation for agri-
20 cultural purposes under the Smith-Hughes Vocational Edu-
21 cation Act, with the exception of that part of section 10
22 thereof which requires directed or supervised practice for
23 at least six months per year; (2) such moneys as are pro-
24 vided under authority of this Act for trade and industrial
25 subjects, and public and other service occupations, may be

1 expended for part-time classes operated for less than one
2 hundred and forty-four hours per year; (3) the provisions
3 of section 11 of the Smith-Hughes Vocational Education
4 Act, requiring at least one-third of the sum appropriated to
5 any State to be expended for part-time schools or classes
6 shall be held to include any part-time day-school classes
7 for workers sixteen years of age and over, and evening-
8 school classes for workers sixteen years of age and over;
9 (4) the appropriations made by this Act for distributive
10 occupational subjects shall be limited to part-time and eve-
11 ning schools as provided in the Smith-Hughes Vocational
12 Education Act, for trade, home economics, and industrial
13 subjects and as qualified by the provisions of this section;
14 (5) preemployment schools and classes organized for per-
15 sons over eighteen years of age or who have left the full-time
16 school may be operated for less than nine months per year
17 and less than thirty hours per week and without the require-
18 ment that a minimum of 50 per centum of the time must
19 be given to shop work on a useful or productive basis; and
20 (6) the appropriations available under section 9 of this Act
21 shall be available for expenses of attendance at meetings of
22 educational associations and other organizations and for
23 expenses of conferees called to meet in the District of Colum-
24 bia or elsewhere, which, in the opinion of the Commissioner,

1 are necessary for the efficient discharge of the provisions of
2 this Act.

3 "RESTRICTIONS AND CONDITIONS

4 "SEC. 8. (a) No part of the appropriations made under
5 authority of this Act shall be expended in industrial-plant
6 training programs, except such industrial-plant training be
7 bona fide vocational training, and not a device to utilize the
8 services of vocational trainees for private profit.

9 ~~"(b) In order to receive the benefits of the appropria-~~
10 ~~tions made under authority of this Act, the State board for~~
11 ~~vocational education of each State and Territory shall include~~
12 ~~in its State plan provision for the utilization of representa-~~
13 ~~tive advisory committees, and where the interests of labor~~
14 ~~and management are involved they shall have equal repre-~~
15 ~~sentation.~~

16 ~~"(c) (b)~~ After June 30, 1951; not more than 10 per
17 centum of the amount appropriated for each of the purposes
18 specified in section 3 (a) shall be used for the purchase or
19 acquisition of equipment.

20 "APPROPRIATIONS FOR OFFICE OF EDUCATION

21 "SEC. 9. For the purpose of carrying out the provisions
22 of this Act there is hereby authorized to be appropriated to
23 the Office of Education, Federal Security Agency, for voca-
24 tional education, for the fiscal year beginning July 1, 1937,
25 and annually thereafter the sum of \$350,000, to be expended

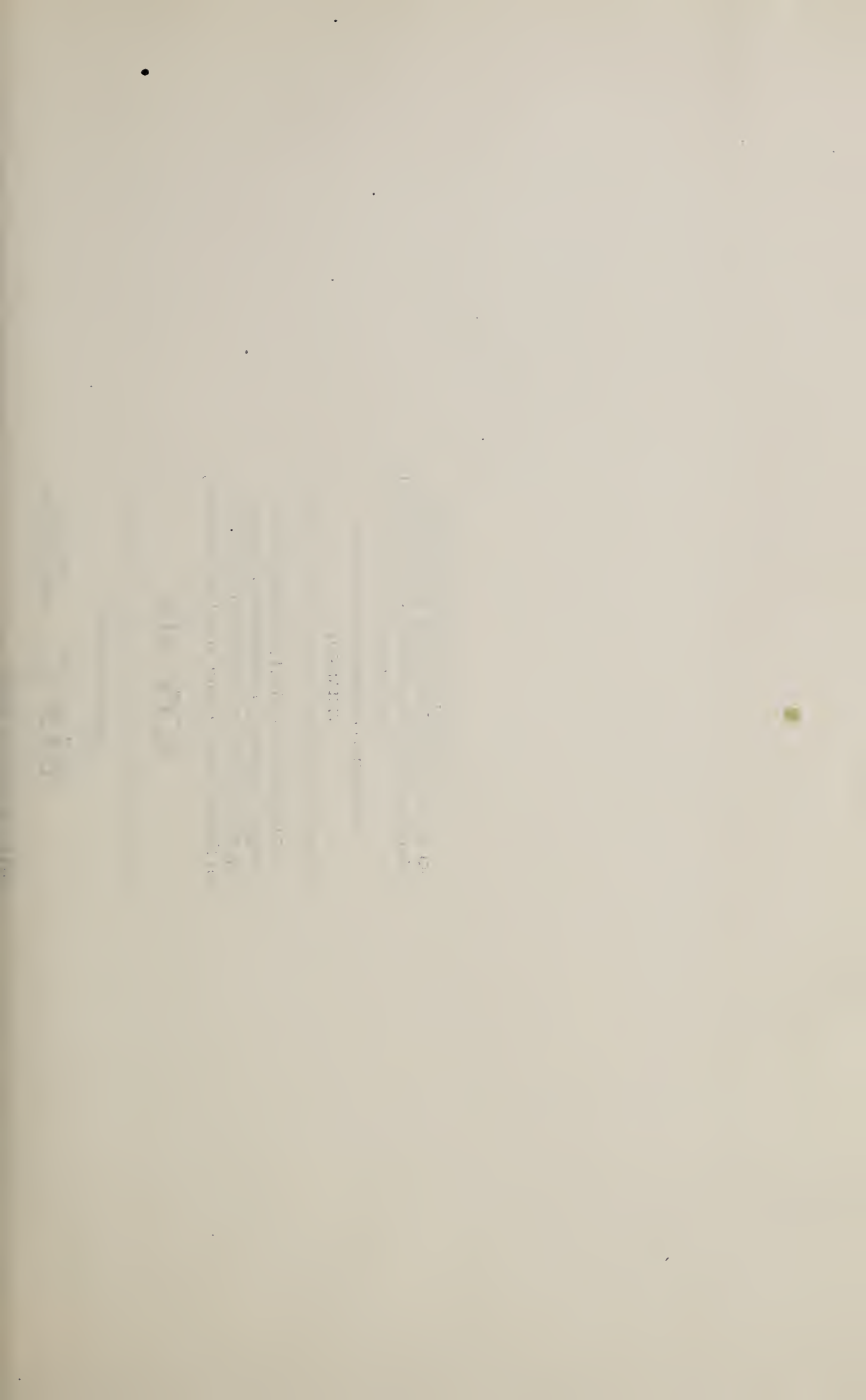
1 for the same purposes and in the same manner as provided
2 in section 7 of the Smith-Hughes Vocational Education Act,
3 as amended October 6, 1917.”

Passed the Senate July 5, 1946.

Attest:

LESLIE L. BIFFLE,

Secretary.



79TH CONGRESS
2D Session

S. 619

[Report No. 2658]

AN ACT

To amend the Act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories.

JULY 8, 1946

Referred to the Committee on Education

JULY 24, 1946

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

9. FISHERIES. Received the FTC report on cost of production and distribution of fish on the Pacific Coast (p. 10250).
The Commerce Committee reported without amendment S. 2318, to provide for conservation of fishery resources of the Columbia River (S. Rept. 1837) (p. 10250).
10. WAR POWERS. The Judiciary Committee reported with amendments S. 2378, "to amend the First War Powers Act" (S. Rept. 1839) (p. 10250).
11. DAIRY INDUSTRY. The D. C. Committee reported without amendment S. 2479, to amend the act to regulate sale of milk, cream, and ice cream in D. C. (S. Rept. 1850) (p. 10250).
The House D. C. Committee reported a similar bill, H. R. 7114 (H. Rept. 2677) without amendment (pp. 10360-1).

HOUSE - July 26

12. BUILDINGS AND GROUNDS. Rejected H. R. 6917, to provide for site acquisition and design of Federal buildings (pp. 10331-6). Although the vote was 161-128, a two-thirds majority was required to pass the bill, since it was brought up under suspension of the rules.
13. SURPLUS PROPERTY. Passed as reported S. 1636, to amend the Surplus Property Act so as to designate the State Department as the disposal agency for surplus property outside continental U. S. (pp. 10344-6).
14. EDUCATION. Passed as reported S. 619, the vocational-education bill (pp. 10349-51).
As finally passed, the bill authorizes annual appropriations of \$10,000,000 for vocational education in agriculture, including supervision of Future Farmers of America and New Farmers of America; \$8,000,000 for vocational education in home economics; \$8,000,000 for vocational education in trades and industry; and \$2,500,000 for vocational education in distributive occupations. The funds would be apportioned to the States on a matching basis. The Office of Education would administer the bill.
15. ADMINISTRATIVE EXPENSES. Concurred in the amendments of the Senate to H. R. 6533, the Manasco bill to provide substantive authority, with changes, for legislative provisions in the Independent Offices Appropriation Act (p. 10321). This bill will now be sent to the President. (For its provisions see Digests 196 (1945) and 101.)
16. HOUSING. Several members discussed S. 1592, the Wagner-Ellender-Taft housing bill (pp. 10320-3).
17. MINERALS. Agreed to the conference report on S. 1236, to amend the Mineral Leasing Act so as to promote the development of oil and gas on the public domain (pp. 10351-2). The Senate has not yet acted on the report.
18. FARM MACHINERY. Rep. Mundt, S. Dak., discussed the strikes in certain farm-machinery plants, stating that they are a "good reason" for the emergency labor legislation recommended by the President, and opposing exportation of farm machinery during the situation (p. 10321).
19. FOOD CONSERVATION. Rep. Gross, Pa., spoke in support of his "lick your

platter clean" program (p. 10323).

20. BUDGET DIRECTOR. Rep. Doughton, N. C., congratulated President Truman on the appointment of James E. Webb as Budget Director (p. 10318).
21. ECONOMY. Rep. Rich, Pa., spoke in favor of economy in Government expenditures (p. 10323).
22. MERRIMACK VALLEY AUTHORITY. Rep. Lane, Mass., spoke in favor of this proposed project (pp. 10358-9).
23. RUBBER. Received the OWMR report of the Interagency Policy Committee on Rubber (p. 10360).
24. WAR POWERS. The Judiciary Committee reported with amendment H. R. 7147, "to repeal certain statutes relating to the war and emergencies. (H. Rept. 2682) (p. 10361).
25. GRAIN; ALCOHOL. Received various petitions opposing and favoring use of grain for alcohol during the shortage (p. 10361).

BILLS INTRODUCED - July 26

26. PRICE CONTROL. S. J. Res. 182, by Sen. Murray, Mont. (for himself and Sen. Morse, Oreg.), to authorize the Bureau of Labor Statistics to collect price and rent information in additional cities and at more frequent intervals. To Education and Labor Committee. Remarks of author. (pp. 10251-2.)
27. MONOPOLIES. S. 2482, by Sen. Morse, for himself and several other Senators, to establish a consistent and coordinated antimonopoly program, prevent or eliminate monopoly and monopolistic practices, and protect the public interest. To Judiciary Committee. Remarks of author. (pp. 10260-3.)
28. PERSONNEL. S. 2484, by Sen. Green, R. I., to provide annuities under Sec. 1(e) of the Civil Service Retirement Act to certain personnel under 55. To Civil Service Committee. (p. 10251.)
H. R. 7163, by Rep. Forand, R. I., a similar bill. To Civil Service Committee. (p. 10361.)
H. R. 7170, by Rep. Powell, N. Y., to amend the Civil Service Retirement Act so as to provide for return of amounts deducted from compensation in all cases of separation from positions within the purview of the Act. To Civil Service Committee. (p. 10361.)
29. FULL EMPLOYMENT. H. R. 7165, by Rep. LaFollette, Ind., to establish a national program for full employment and production by means of democratically operated production facilities financially assisted by a Federal lending agency. To Banking and Currency Committee. (p. 10361.)
30. MERRIMACK VALLEY AUTHORITY. H. R. 7175, by Rep. Lane, Mass., to establish this authority. To Rivers and Harbors Committee. (p. 10361.)

ITEMS IN APPENDIX - July 26

31. FARM PROGRAM. Rep. Robertson, N. Dak., inserted the statement of the Committee on Statements, Policies, and Principles of the North Central Association of Commissioners, Directors, and Secretaries of Agriculture, regarding various aspects of the farm program (p. A4731).

Mr. MANASCO. Mr. Speaker, the purpose of this bill is to provide classrooms, dormitories, and other facilities for veterans in colleges and universities and other nonprofit educational institutions in the training program under the GI bill of rights.

Our committee held hearings on this bill and we found that thousands upon thousands of veterans are being turned away from schools because they do not have classroom and other facilities to give them an opportunity to instruct these boys. This bill received the unanimous report of our committee and it has the support of the Veterans' Administration, the Office of Education, and the representatives of all of the colleges and universities of the United States.

Mr. MARTIN of Massachusetts. Mr. Speaker, will the gentleman yield?

Mr. MANASCO. I yield to the gentleman from Massachusetts.

Mr. MARTIN of Massachusetts. Is this a unanimous report?

Mr. MANASCO. Yes.

Mr. MCGREGOR. Mr. Speaker, will the gentleman yield?

Mr. MANASCO. I yield to the gentleman from Ohio.

Mr. MCGREGOR. I just want to concur in the statement made by my distinguished colleague and add that in the various hearings that were held there was not a single person or group of persons or individuals that appeared against this particular legislation. I concur in this statement that it was passed by the unanimous vote of our committee.

Mr. MARTIN of Massachusetts. Mr. Speaker, if the gentleman will yield further, is this in conflict with any other housing legislation?

Mr. MANASCO. No.

Mr. PACE. Mr. Speaker, will the gentleman yield?

Mr. MANASCO. I yield to the gentleman from Georgia.

Mr. PACE. Does the gentleman know how soon this money will become available?

Mr. MANASCO. The funds are available now. There was \$75,000,000 appropriated in the last deficiency bill, and it has already been signed by the President.

Mr. SMITH of Wisconsin. Mr. Speaker will the gentleman yield?

Mr. MANASCO. I yield to the gentleman from Wisconsin.

Mr. SMITH of Wisconsin. Does this legislation in any way overlap any of the other numerous building programs that we have appropriated money for?

Mr. MANASCO. No; it does not.

Mr. WHITTINGTON. Mr. Speaker, will the gentleman yield?

Mr. MANASCO. I yield to the gentleman from Mississippi.

Mr. WHITTINGTON. Does this embrace the amendment that was adopted by the committee?

Mr. MANASCO. Yes. It protects the veterans under the Surplus Property Act.

The SPEAKER. The question is, Will the House suspend the rules and pass the bill S. 2085, as amended?

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

A motion to reconsider was laid on the table.

VOCATIONAL EDUCATIONAL ACT OF 1946

Mr. BARDEN. Mr. Speaker, I move to suspend the rules and pass the bill (S. 619) to amend the act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories, as amended.

The Clerk read as follows:

Be it enacted, etc., That the act approved June 8, 1936, entitled "An act to provide for the further development of vocational education in the several States and Territories" (49 Stat. 1488, ch. 541), is amended to read as follows:

"SHORT TITLE

"SECTION 1. This act may be cited as the 'Vocational Education Act of 1946.'

"DEFINITIONS

"SEC. 2. As used in this act—

"(1) the term 'States and Territories' means the several States, the Territories of Alaska and Hawaii, the Island of Puerto Rico, and the District of Columbia;

"(2) the terms 'State plan' and 'State board' shall have the meaning which said terms have in the Smith-Hughes Vocational Education Act; and

"(3) the term 'Smith-Hughes Vocational Education Act' means the act approved February 23, 1917 (39 Stat. 929, ch. 114).

"AUTHORIZATION FOR APPROPRIATION FOR VOCATIONAL EDUCATION

"SEC. 3. (a) For the purpose of assisting the several States and Territories in the further development of vocational education, there is authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter—

"(1) \$10,000,000 for vocational education in agriculture, including supervision by the vocational agriculture teachers of the activities, related to vocational education in agriculture, of the Future Farmers of America and the New Farmers of America, to be apportioned for expenditure in the several States and Territories in the proportion that their farm population bears to the total farm population of the States and Territories, according to the last preceding United States census;

"(2) \$8,000,000 for vocational education in home economics, to be apportioned for expenditure in the several States and Territories in the proportion that their rural population bears to the total rural population of the States and Territories, according to the last preceding United States census;

"(3) \$8,000,000 for vocational education in trades and industry, to be apportioned for expenditure in the several States and Territories in the proportion that their non-farm population bears to the total nonfarm population of the States and Territories, according to the last preceding United States census; and

"(4) \$2,500,000 for vocational education in distributive occupations, to be apportioned for expenditure in the several States and Territories in the proportion that their total population bears to the total population of the States and Territories, according to the last preceding United States census;

"(b) The funds appropriated under authority of paragraphs (1) to (4), inclusive, of subsection (a) of this section may be used for assisting the several States and Territories, for the purposes therein specified, in the maintenance of adequate programs of administration, supervision, and teacher-training; for salaries and necessary travel expenses of teachers, teacher-trainers, vocational counselors, supervisors and directors of vocational education and vocational guid-

ance; for securing necessary educational information and data as a basis for the proper development of programs of vocational education and vocational guidance; for training and work-experience training programs for out-of-school youth; for training programs for apprentices; for purchase or rent of equipment and supplies for vocational instruction: *Provided*, That all expenditures for the purposes as set forth in this section shall be made in accordance with the State plan for vocational education.

"(c) Notwithstanding the provisions of subsection (a), the amount to be available for expenditure in any State or Territory shall be not less, for any fiscal year, than \$40,000 each for vocational education in agriculture, in home economics, and in trades and industry; \$15,000 for vocational education in distributive occupations and there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter, such additional sums as may be needed for the purpose of providing such minimum amounts.

"REQUIREMENTS AS TO MATCHING OF FUNDS

"SEC. 4. The several States and Territories, in order to receive the benefits of this act, shall be required to match by State and local funds or both 100 percent of the appropriations made under authority of section 3.

"MAKING OF PAYMENTS

"SEC. 5. The Secretary of the Treasury, through the Fiscal Service of the Treasury Department, shall, upon the certification of the United States Commissioner of Education, pay, in equal semiannual payments, on the 1st day of July and January of each year, to the custodian for vocational education of each State and Territory designated in the Smith-Hughes Vocational Educational Act, the moneys to which the State or Territory is entitled under the provisions of this act.

"AVAILABILITY OF FUNDS FOR SALARY AND EXPENSES OF STATE DIRECTORS

"SEC. 6. Funds appropriated under authority of section 3 shall be available, on a prorated basis determined by the State board, for the salary and necessary travel expenses of a State director of vocational education selected by the State board, in accordance with the requirements of the State plan, on the basis of his technical and professional qualifications, including experience in vocational education.

"APPLICABILITY OF SMITH-HUGHES VOCATIONAL EDUCATION ACT

"SEC. 7. The appropriations made under authority of this act shall be in addition to, and shall be subject to the same conditions and limitations as, the appropriations made to carry out the Smith-Hughes Vocational Education Act; except that (1) the appropriations made under authority of this act for home economics shall be subject to the conditions and limitations applicable to the appropriation for agricultural purposes under the Smith-Hughes Vocational Education Act, with the exception of that part of section 10 thereof which requires directed or supervised practice for at least 6 months per year; (2) such moneys as are provided under authority of this act for trade and industrial subjects, and public and other service occupations, may be expended for part-time classes operated for less than 144 hours per year; (3) the provisions of section 11 of the Smith-Hughes Vocational Education Act, requiring at least one-third of the sum appropriated to any State to be expended for part-time schools or classes shall be held to include any part-time day-school classes for workers 16 years of age and over, and evening-school classes for workers 16 years of age and over; (4) the appropriations made by this act for distributive occupational subjects shall be limited to part-time and evening schools as provided in the Smith-Hughes Vo-

cational Education Act, for trade, home economics, and industrial subjects and as qualified by the provisions of this section; (5) preemployment schools and classes organized for persons over 18 years of age or who have left the full-time school may be operated for less than 9 months per year and less than 30 hours per week and without the requirement that a minimum of 50 percent of the time must be given to shop work on a useful or productive basis; and (6) the appropriations available under section 9 of this act shall be available for expenses of attendance at meetings of educational associations and other organizations and for expenses of conferees called to meet in the District of Columbia or elsewhere, which, in the opinion of the Commissioner, are necessary for the efficient discharge of the provisions of this act.

"RESTRICTIONS AND CONDITIONS"

"SEC. 8. (a) No part of the appropriations made under authority of this act shall be expended in industrial-plant training programs, except such industrial-plant training be bona fide vocational training, and not a device to utilize the services of vocational trainees for private profit.

"(b) After June 30, 1951; not more than 10 percent of the amount appropriated for each of the purposes specified in section 3 (a) shall be used for the purchase or acquisition of equipment.

"APPROPRIATIONS FOR OFFICE OF EDUCATION"

"SEC. 9. For the purpose of carrying out the provisions of this act there is hereby authorized to be appropriated to the Office of Education, Federal Security Agency, for vocational education, for the fiscal year beginning July 1, 1937, and annually thereafter the sum of \$350,000, to be expended for the same purposes and in the same manner as provided in section 7 of the Smith-Hughes Vocational Education Act, as amended October 6, 1917."

The SPEAKER. Is a second demanded?

Mr. DONDERO. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered.

There was no objection.

Mr. BARDEN. Mr. Speaker, this is a piece of legislation that I am quite sure the entire House is familiar with. It expands the program carried on under the Smith-Hughes and George-Deen Acts. Those acts have been in operation for a number of years. We do not materially change the basic law of either one of these acts. It is principally an increase in the authorization. The present authorization stands at approximately \$22,000,000, and this increases it to approximately \$36,000,000.

Mr. JENSEN. Mr. Speaker, will the gentleman yield?

Mr. BARDEN. I yield to the gentleman from Iowa.

Mr. JENSEN. In what respect does it expand the Smith-Hughes Act?

Mr. BARDEN. It authorizes more funds.

Mr. JENSEN. There is no change in the method? There is no more control than we have had? We just spend more money?

Mr. BARDEN. Absolutely no more control. As I said a minute ago, the basic law with regard to the present State set-up is not changed.

Mr. JENSEN. Why is it necessary to spend more money, to have more money appropriated?

Mr. BARDEN. That is a very appropriate question. It is for the simple

reason that the program has been such a tremendous success throughout the Nation over many, many years.

Mr. JENSEN. I will agree with the gentleman on that score.

Mr. BARDEN. The number of those enrolling in the schools has been on an upward trend. At this time the veterans are almost taking over. I have telegrams from virtually every State in the Union saying that this number is tremendously increased, and I have statistics that I have just gathered showing the number of thousands that are now taking this training. At the present time 165,932 veterans are taking the training, and there is a long waiting list.

Let me give a brief history of this legislation. Back in February a bill was introduced in the Senate by Senator GEORGE, S. 619, and one was drawn and introduced by me in the House, H. R. 4384, on the same subject matter. The House Committee on Education conducted rather extensive hearings on this subject and so did the Senate. The Senate after its hearings adopted the House bill, H. R. 4384, almost verbatim. It cut out a few paragraphs, but it otherwise adopted the House bill and passed it unanimously and sent it to the House. Of course, the bill was then referred to the Committee on Education. We, having held hearings on exactly the same subject matter, did not see any necessity for continued hearings, and this bill was reported out from the Committee on Education unanimously. I do not think there is one particle of controversy over it, because we do not affect the set-up as it relates to the States.

Mr. JENSEN. This bill does not come in the category of some of the rest of the bills that they are now trying to shove through the House?

Mr. BARDEN. I will say to the gentleman that this gentleman is not in the habit of indulging in that practice with the House.

Mr. JENSEN. I know the gentleman is not. I have a great respect for the gentleman. For that reason I shall not object to this bill.

Mr. BARDEN. I might say to the gentleman that in 1937 the matching started with the Federal Government furnishing \$2 and the State \$1, and it went up 5 percent a year. It has now reached the 100-percent basis. The principal difference between the Senate bill and the House bill is that the Senate went back to the 50-percent matching basis, that is, the Federal Government providing \$2 and the State \$1, and we of the Committee on Education in the House set it back on a 100-percent matching basis, where the State puts up a dollar for every dollar the Federal Government puts up.

Briefly, S. 619 as amended provides additional Federal grants-in-aid for the purpose of taking care of the expanding need and of stimulating the extension of the present program in vocational education in the following fields of training, particularly in communities not now being served:

- (a) Agriculture.
- (b) Home economics.
- (c) Trades and industry.
- (d) Distributive occupations.

The public vocational schools, in peacetime and in wartime, have demonstrated their ability to train people for gainful and useful employment. The availability of additional funds provided by S. 619 will make it possible for the public vocational schools to make a necessary contribution to the Nation's postwar reconversion program.

New occupational fields in industry requiring new skills, new tools requiring the development of other new skills, new materials, and new processes will require additional vocational and technical knowledge and skills. Many of the new developments of wartime production will be applied to peacetime pursuits if there are persons sufficiently trained to make the applications to the economy of the world of peace. The vocational training program is one for both the in-school and out-of-school older youth group and adults—it is a program of training and retraining and reeducation.

At the urgent request of the Future Farmers of America and the New Farmers of America, this bill provides for the supervision of their local chapters by the teacher of vocational agriculture located in that particular school. This requirement is already in the charters of these organizations and this has been the accepted practice and responsibility of the local vocational teacher since the organization of the Future Farmers of America and the New Farmers of America. These organizations are for students enrolled in vocational agriculture classes. Briefly discussing the Future Farmers of America, this organization has a motto worth noting, "Learning to do, doing to learn, earning to live, and living to serve." This organization has 6,502 local chapters and a membership of 204,175 active members. The teacher of vocational agriculture serves as local adviser to these boys. Two of the officers of this national organization appeared before the committee and presented some very wholesome, typically American philosophy regarding thrift and work. There has been a lot of talking about the American way of life. This bill provides a way to encourage it. This is building and doing in the American way by Americans.

Mr. JENSEN. The main reason for asking for the additional appropriation is because of the fact that so many veterans want to take this educational and vocational training.

Mr. BARDEN. That is one thing. Another is the natural popular demand for it. Another is that in virtually every State in the Union they are woefully short of vocational schools. They are doing the finest job, I know, and it is an inexpensive operation when compared with the accomplishments. This will provide for more of these schools which are operated in connection with the established high schools and provide some facilities where they are not now accessible.

Mr. JUDD. Mr. Speaker, will the gentleman yield?

Mr. BARDEN. I yield.

Mr. JUDD. Is it not true that this is not in any sense setting up a new

program, but merely makes available the same program we have had hitherto, to a good many districts where they either have not taken advantage of it or did not previously have the resources to take advantage of it?

Mr. BARDEN. Absolutely.

Mr. VOORHIS of California. Mr. Speaker, will the gentleman yield?

Mr. BARDEN. I yield.

Mr. VOORHIS of California. I want to thank the gentleman and his committee for bringing up this bill. It has very strong and widespread support in my State. I believe, as the people of my State believe, that it is very greatly needed at the present time in order to take care of vocational and educational demands.

Mr. BARDEN. I thank the gentleman. I want to encourage this program by giving more funds and more equipment—every dollar invested in this program is a sound investment backed by the youth of America.

Mr. DONDERO. Mr. Speaker, I yield myself 3 minutes.

Mr. Speaker, this bill comes to the House, as the chairman of the Committee on Education has indicated, by a unanimous vote of the committee. The Smith-Hughes Act has been in effect since 1917 and the George-Deen Act since 1936. The amount of money appropriated under both of those acts is approximately \$21,000,000 annually. If this bill is passed, it will add about \$15,000,000 for the same program now being carried on in this country under the two acts which I have mentioned. It provides a 50-50 matching with the States. While there were some of us who thought that the expansion might be a little more than it should be at the present time, nevertheless I recognized, and I think every member of the committee did, that the demand on the part of the veterans for the program set forth in this proposed legislation is so great that it justifies us in expanding the program 75 percent of the present program in accordance with the terms of the bill. I think it is a good bill, and I hope it will pass the House unanimously.

Mr. Speaker, I yield one-half minute to the gentleman from New York [Mr. BUCK].

Mr. BUCK. Mr. Speaker, I hope the Members will prepare themselves for a shock: I am in favor of this expenditure.

The SPEAKER. The question is on suspending the rules and passing the bill as amended.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

A motion to reconsider was laid on the table.

MINERAL LEASING ACT

Mr. FERNANDEZ. Mr. Speaker, I call up the conference report on the bill S. 1236, an act to amend the Mineral Leasing Act of February 25, 1920, as amended, in order to promote the development of oil and gas on the public domain, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from New Mexico?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of July 25, 1946.)

Mr. MARTIN of Massachusetts. Mr. Speaker, will the gentleman explain the conference report?

Mr. FERNANDEZ. Mr. Speaker, this bill, S. 1236, as now approved by the conferees is the culmination of long and diligent work on the part of the Senate and House Committees on Public Lands during the last 2 or 3 years. It constitutes the first general revision of the oil and gas provisions of the Mineral Leasing Act since the act of August 21, 1935. The changes which have occurred since that date have demonstrated the need for the general revision of the Mineral Leasing Act. In the words of Senator O'MAHONEY, in reporting the bill out:

The bill is designed to stimulate the discovery of new petroleum reserves; to promote the development of oil and gas on the some 300,000 square miles of potential oil lands of the public domain; to grant incentives which will bear as their rewards American leadership in industry and world affairs.

When the Senate bill came to the House, our committee requested the Department of the Interior for additional comment on the bill as enacted by the Senate. A number of suggestions were made to our committee by the Department of the Interior designed to improve the language of the bill and to safeguard the public interest against possible misinterpretation of some of the language contained in the Senate bill.

Our committee adopted a number of amendments in the light of the recommendations of the Department of the Interior, which were incorporated in the bill as it passed the House.

We were happy to find the Senate conferees well disposed to accept the House amendments, and they will report to the Senate, as we did to the House, that the Senate recede and concur with nearly all of our amendments as described in the report made to the House on passage of the bill. Only three amendments were changed.

The conferees on the part of the House, finding that there was still some apprehension on the part of the Department of the Interior with respect to three of these amendments, met with representatives of the Department of the Interior, and worked out additional language to the first two of these amendments.

It was provided in the bill that two or more persons may hold leases as tenants in common to facilitate exploration and development. To safeguard against monopoly in the industry, the law has always limited the acreage which may be held by any one person, and we amended the bill so as to require that each person holding lands in common should be charged with his pro rata share of the acreage so held. At the suggestion of the Department, the conferees on the part of the House worked out an amendment further providing that the aggregate holdings under such arrangement should not exceed the total per-

mitted to any one person, and this amendment was submitted to the Senate conferees, and was accepted by them. It is now incorporated in the amendment as adopted here today.

The second of these amendments did not meet with the full approval of the Department. The amendment was intended to facilitate the assignment of leases in order to relieve the bottleneck in the Department of the Interior, which has created a backlog of unapproved leases and which necessarily tends to impede and delay discovery of new petroleum reserves. The Department was fearful that assignments could be so conditioned as to relieve assignees from some of the obligations of the original lessee, and to fully safeguard the Government and to meet the criticism of the Department, the conferees on the part of the House drafted an amendment providing that upon approval of any assignment, the assignee must be bound by the obligations of the lease to the same extent as if he were the original lessee. This latter amendment was approved by the Department and was accepted by the Senate conferees and is now incorporated in the amendments.

The third and perhaps the most important amendment made by the House was with respect to clause (2) in sections 4 and 12 of the bill. The Department, as well as some commentators familiar with the oil industry, feared that this clause could be so interpreted as to reduce certain royalties on producing fields to the detriment of the Reclamation fund and the States.

The House committee, having worked closely with the Senate committee in the investigation of the problem, realized that no such purpose was intended and we amended the language on passage of the Senate bill in the House. The Department of the Interior submitted additional modifications of the language in clause (2) to further guard against any such interpretation, and this modification, divided in two parts as clauses (2) and (3), was accepted by the House and Senate conferees and is now incorporated in the bill.

In concluding, I desire, on behalf of the House committee, to express our appreciation, for the close and valuable cooperation received from the Department of the Interior, and, also, to the clerks in the House and Senate committees for the excellent manner in which they arranged and rearranged the many suggested amendments to the bill, so as to keep before the committees at all times during the progress of the work a clear picture of the many suggested changes necessary to an intelligent and effective revision of this complicated law.

The conference report was agreed to.

A motion to reconsider was laid on the table.

(Mr. BARRETT of Wyoming asked and was given permission to extend his remarks.)

Mr. BARRETT of Wyoming. Mr. Speaker, I rise merely to clarify certain of the provisions of sections 4 and 12 of the act. In addition to other leases that may be entitled to a 12½-percent royalty, it was intended to grant a 12½-percent royalty as an incentive for exploratory wells drilled out-

side of the productive limits of a field or deposit for the purpose of increasing development and production on the flanks of a known producing structure or down structure from the crest of a producing oil or gas field. I might state that drilling operations under such conditions, generally speaking, are as big a risk as a wholly wildcat operation. For the purpose of encouraging new production, it is just as important to encourage such operations as it is to promote the drilling of ordinary wildcat wells.

CITIZENS ENGAGED IN CONSTRUCTION OF THE PANAMA CANAL

Mr. PETERSON of Florida submitted the following conference report and statement on the bill (H. R. 3743) entitled "An act to amend an act entitled 'An act to provide for the recognition of the services of the civilian officials and employees, citizens of the United States, engaged in and about the construction of the Panama Canal,' approved May 29, 1944."

CONFERENCE REPORT

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 3748) to amend an act entitled "An Act to provide for the recognition of the services of the civilian officials and employees, citizens of the United States, engaged in and about the construction of the Panama Canal", approved May 29, 1944, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendment numbered 1.

That the House recede from its disagreement to the amendment of the Senate numbered 2; and agree to the same.

J. HARDIN PETERSON,
HERBERT C. BONNER,
CHRISTIAN A. HERTER.

Managers on the Part of the House.

TOM STEWART,
WARREN G. MAGNUSON,
A. W. HAWKES,
HARLAN BUSHFIELD.

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 3748) to amend an act entitled "An act to provide for the recognition of the services of the civilian officials and employees, citizens of the United States, engaged in and about the construction of the Panama Canal", approved May 29, 1944, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

Amendment No. 1: This amendment was apparently a typographical error and struck out the effective date of the bill which was the date the original act amended, was approved. The Senate recedes. On this amendment the effective date of this bill will be the same as the original act and in this respect H. R. 3748 will be in the form as passed by the House.

Amendment No. 2: This amendment strikes out the date "May 29, 1944" and inserts "December 7, 1941"; that is the date of the Pearl Harbor incident. This is provided so that the act would not apply to persons who did not become citizens before that date. It is felt that this is proper. The House recedes.

J. HARDIN PETERSON,
HERBERT C. BONNER,
CHRISTIAN A. HERTER.

Managers on the Part of the House.

MEDAL OF HONOR TO THE LATE WILLIAM MITCHELL

Mr. SIKES. Mr. Speaker, I am unanimous consent that the House vacate the proceedings whereby the bill (S. 881) authorizing the President of the United States to award posthumously in the name of Congress a Medal of Honor to William Mitchell, was amended and read the third time and passed on yesterday.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

Mr. MARTIN of Massachusetts. Mr. Speaker, reserving the right to object, is that the General Mitchell award?

Mr. SIKES. Yes. I would like to state to my distinguished friend that the House Military Affairs Committee had intended to report a bill providing that the medal for General Mitchell be given to his son, the namesake of General Mitchell, but through an error the bill was passed yesterday containing another name. We did not notice it until this morning. We are asking that the House vacate its proceedings so that we can correct the bill and place General Mitchell's medal in the hands of his son.

Mr. BIEMILLER. Mr. Speaker, will the gentleman yield?

Mr. SIKES. I yield.

Mr. BIEMILLER. Do I understand the committee will report the bill in another form immediately, or what is the plan?

Mr. SIKES. I will offer an amendment at this time to correct the situation so that the bill can be passed. All of us, I believe, realize the importance of General Mitchell's great work and we want him to be honored accordingly.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

There was no objection.

Mr. SIKES. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (S. 881) authorizing the President of the United States to award posthumously in the name of Congress a Medal of Honor to William Mitchell.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

There was no objection.

The Clerk read the bill, as follows:

Be it enacted, etc., That the President is authorized to award posthumously, in the name of Congress, a Medal of Honor to the late William Lendrum Mitchell, formerly a colonel, United States Army, in recognition of his outstanding pioneer service and foresight in the field of American military aviation. The President may present such Medal of Honor to Mrs. Martin Fladoes, of Milwaukee, Wis., sister of the said William Lendrum Mitchell.

Mr. SIKES. Mr. Speaker, I offer an amendment.

The Clerk read as follows:

Committee amendment offered by Mr. SIKES: Strike out all after the enacting clause and insert the following: "That the President of the United States is requested to cause a gold medal to be struck, with suitable emblems, devices, and inscriptions, to be presented to the late William Mitchell,

formerly a colonel, United States Army, in recognition of his outstanding pioneer service and foresight in the field of American military aviation.

"SEC. 2. When the medal provided for in section 1 of this act shall have been struck the President shall transmit the same to William Mitchell, Jr., son of the said William Mitchell, to be presented to him in the name of the people of the United States.

"SEC. 3. A sufficient sum of money to carry this act into effect is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated."

The amendment was agreed to.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

EXTENSION OF REMARKS

Mr. TALBOT (at the request of Mr. MARTIN of Massachusetts) was granted permission to extend his own remarks in the RECORD.

Mrs. LUCE (at the request of Mr. MARTIN of Massachusetts) was granted permission to extend her remarks in the RECORD and include several excerpts and letters.

Mr. GARDNER. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD and include a letter from the chairman of the Middletown Town Meeting Committee notwithstanding the fact that the estimate of the printer is that it will cost \$345.

The SPEAKER. Notwithstanding and without objection, the extension may be made.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. BARRETT of Pennsylvania was given permission to extend his remarks in the RECORD on the deplorable registration situation in Pennsylvania and insert a letter which was sent to him.

Mr. PRICE of Illinois asked and was given permission to extend his remarks in the RECORD and include an editorial from the Washington Post of today.

Mr. HAYS asked and was given permission to extend his remarks in two instances in the RECORD and include a short editorial.

Mr. LINK asked and was given permission to extend his own remarks in the RECORD.

Mr. LANE asked and was given permission to extend his remarks in the RECORD in three instances, in one to include some articles written by Ruth Kreuger of the New York Post Foreign Correspondent on Palestine, and in another to include a resolution.

Mr. BARDEN and Mr. DONDERO asked and were given permission to revise and extend their remarks.

Mr. AUGUST H. ANDRESEN asked and was given permission to extend his remarks in the RECORD on the subject of social medicine, including therein a statement of an eminent doctor of Minnesota.

Mr. STEVENSON asked and was given permission to extend his remarks in the Appendix of the RECORD and include a statement prepared by him entitled "The Stevenson Antidisease Bill Provides Re-

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32. SUGAR PRICES. Extension of remarks of Rep. Domengeaux, La., inserting a statement urging increases in sugar prices (p. A4740).
33. CONGRESSIONAL REORGANIZATION. Extension of remarks of Rep. Brown, Ga., opposing the provision of the LaFollette bill which would transfer CCC matters from the Banking and Currency Committee to the Agriculture Committee (pp. A4737-8).
34. PRICE CONTROL. Various statements, etc., regarding price control (pp. A4698-9, 4702-3, 4735, 4746).

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35. ALCOHOL; RUBBER. Passed with amendment S. J. Res. 166, to permit alcohol plants to produce sugars and sirups until Dec. 31, 1947, and to postpone the disposition of alcohol-rubber plants pending establishment of a permanent rubber policy (pp. 10403-4).
36. TRANSPORTATION. Debated H. R. 2536, the Bulwinkle bill to amend the Interstate Commerce Act regarding agreements among carriers (pp. 10365, 10372-6, 10388-9, 10392-402).
37. SURPLUS PROPERTY. Concurred in the House amendments to S. 1636, to designate the State Department as the disposal agency for surplus property outside continental U. S. (p. 10368). This bill will now be sent to the President.
Agreed to the conference report on H. R. 6702, to clarify the rights of former owners of surplus real property to reacquire it (p. 10376).
38. MINERALS. Agreed to the conference report on S. 1236, to amend the Mineral Leasing Act so as to promote the development of oil and gas on the public domain (pp. 10368-9). This bill will now be sent to the President.

39. VOCATIONAL EDUCATION. Concurred in the House amendments to S. 619, the vocational education bill (p. 10372). This bill will now be sent to the President.

40. RETIREMENT. Agreed to the conference report on H. R. 4718, to amend the Civil Service Retirement Act so as to provide annuities for certain personnel who are separated (pp. 10365-6). This bill will now be sent to the President.
41. ATOMIC ENERGY. S. 1717, the atomic-energy bill, was inserted in the form in which it was finally passed (pp. 10405-11).
42. PRICE CONTROL. Sen. Thomas, Okla., inserted a statement of questions and answers regarding the new price-control law (p. 10377).
43. HOUSING. Sen. Wherry inserted and discussed a Census Bureau and Budget Bureau statement giving background data regarding the housing problem (pp. 10377-87).
44. ADJOURNED until Mon., July 29 (p. 10412).

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45. COOLEY FARM-CREDIT BILL. Received the conference report on this bill, H. R. 5991 (pp. 10454-61). The conferees provided for administration of the bill through a Farmers' Home Administration, excepted from the re-transfer provisions those properties under NHA which are now in liquidation, provided that liquidation of resettlement projects shall be under the terms of S. 704, provided that no person who has failed to liquidate his indebtedness for five

consecutive years shall be eligible for further loans until he has paid such debt in full; included provisions for committee certifications regarding borrowers and loans; eliminated the Senate provisions for guidance to veterans irrespective of prior farming experience or ability to get credit elsewhere and the authorization for grants to individuals or cooperatives; included Senate provisions for loans to repair, improve, and enlarge farms, and for loans to veterans with disabilities; provided for a $3\frac{1}{2}\%$ interest rate; deleted the House requirement that a tenant purchase borrower pay appraisal and inspection costs; adopted the provision limiting the size of tenant purchase loans; included the \$100,000 minimum for each State; agreed to the House provision regarding allocation of special appropriations for veterans; included the farm-mortgage insurance provisions with modifications; provided for Senate confirmation of the Administrator; authorized temporary postponement of liquidation of regional finance offices; eliminated the requirement that installments be "equal"; and transferred crop-feed loans to the new agency.

46. RAILROAD RETIREMENT. Concurred, 189-64, in the Senate amendments to H. R. 1362, which struck out the coverage of certain non-railroad employees (pp. 10447-52). This bill will now be sent to the President.
47. WOMEN'S RIGHTS. The Labor Committee reported with amendments H. R. 5221, providing for equal pay for equal work of men and women (H. Rept. 2687) (p. 10471).
48. HOMESTEADS. The Public Lands Committee reported with amendment H. R. 5118, to amend the act relating to credit for military or naval service in connection with homestead entries (H. Rept. 2688) (p. 10471).
49. PRICE CONTROL; STATISTICS. The Labor Committee reported without amendment H. J. Res. 389, to authorize the Bureau of Labor Statistics to collect price and rent information in additional cities and at more frequent intervals (H. Rept. 2690) (p. 10471).
50. GRAIN; ALCOHOL. Received various petitions against use of grain for alcohol during the shortage (p. 10471).
51. ASSISTANT SECRETARIES OF AGRICULTURE. Reps. Smith (Ohio) and Buck (N.Y.) objected to Rep. Flannagan's (Va.) requests to consider by unanimous consent H.R. 5757, to establish two additional offices of Assistant Secretaries of Agriculture (pp. 10417, 10433). Rep. Flannagan made and withdrew a motion to suspend the rules and pass the bill (pp. 10417, 10433).
52. MARKETING AGREEMENTS. Passed with amendments H.R. 6303, to amend the Agricultural Marketing Agreement Act of 1937, to provide that on agricultural commodities other than milk and its products, marketing agreements and orders may operate under certain conditions without the strict application of the parity limitations; to grant specific authority for the requirement of compulsory inspection; to permit the levy and collection of continuous assessments pursuant to a marketing agreement and order; and to add "almonds" to the commodities to which the Act is applicable (pp. 10432-3). Section 4, to authorize a referendum among commodity producers to include additional commodities under the Act, was stricken from the bill by a committee amendment (p. 10433). Earlier in the day Rep. Smith, Ohio, objected to Rep. Flannagan's (Va.) request to consider the bill by unanimous consent (p. 10417).
53. WATER POLLUTION; HEALTH. Passed without amendment H.R. 7101, to prohibit, for the purpose of protecting American agriculture, horticulture, livestock, and the public health, the throwing or depositing of garbage from any vessel,

ferree (or, in the case of a hospital which has ceased to be a nonprofit hospital, from the owners thereof) 33½ percent of the then value of such hospital, as determined by agreement of the parties or by action brought in the district court of the United States for the district in which such hospital is situated.

"PART D—MISCELLANEOUS

"Definitions

"SEC. 631. For the purposes of this title—

"(a) the allotment percentage for any State shall be 100 percent less that percentage which bears the same ratio to 50 percent as the per capita income of such State bears to the per capita income of the continental United States (excluding Alaska), except that (1) the allotment percentage shall in no case be more than 75 percent or less than 33½ percent, and (2) the allotment percentage for Alaska and Hawaii shall be 50 percent each, and the allotment percentage for Puerto Rico shall be 75 percent;

"(b) the allotment percentages shall be promulgated by the Surgeon General between July 1 and August 31 of each even-numbered year, on the basis of the average of the per capita incomes of the States and of the continental United States for the three most recent consecutive years for which satisfactory data are available from the Department of Commerce. Such promulgation shall be conclusive for each of the two fiscal years in the period beginning July 1 next succeeding such promulgation: *Provided*, That the Surgeon General shall promulgate such percentages as soon as possible after the enactment of this title, which promulgation shall be conclusive for the fiscal year ending June 30, 1947;

"(c) the population of the several States shall be determined on the basis of the latest figures certified by the Department of Commerce;

"(d) the term 'State' includes Alaska, Hawaii, Puerto Rico, and the District of Columbia;

"(e) the term 'hospital' (except as used in sec. 622 (a) and (b) includes public health centers and general, tuberculosis, mental, chronic disease, and other types of hospitals, and related facilities, such as laboratories, out-patient departments, nurses' home and training facilities, and central service facilities operated in connection with hospitals, but does not include any hospital furnishing primarily domiciliary care;

"(f) the term 'public health center' means a publicly owned facility for the provision of public health services, including related facilities such as laboratories, clinics, and administrative offices operated in connection with public health centers;

"(g) the term 'nonprofit hospital' means any hospital owned and operated by a corporation or association no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual;

"(h) the term 'construction' includes construction of new buildings, expansion, remodeling, and alteration of existing buildings, and initial equipment of any such buildings; including architects' fees, but excluding the cost of off-site improvements and, except with respect to public health centers, the cost of the acquisition of land; and

"(i) the term 'cost of construction' means the amount found by the Surgeon General to be necessary for the construction of a project.

"Withholding of certification

"SEC. 632. (a) Whenever the Surgeon General, after reasonable notice and opportunity for hearing to the State agency designated in accordance with section 612 (a) (1), finds that the State agency is not complying substantially with the provisions required by section 612 (a) to be contained in its applica-

tion for funds under part B, or after reasonable notice and opportunity for hearing to the State agency designated in accordance with section 623 (a) (1) finds (1) that the State agency is not complying substantially with the provisions required by section 623 (a), or by regulations prescribed pursuant to section 622, to be contained in its plan submitted under section 623 (a), or (2) that any funds have been diverted from the purposes for which they have been allotted or paid, or (3) that any assurance given in an application filed under section 625 is not being or cannot be carried out, or (4) that there is a substantial failure to carry out plans and specifications approved by the Surgeon General under section 625, the Surgeon General may forthwith notify the Secretary of the Treasury and the State agency that no further certification will be made under part B or part C, as the case may be, or that no further certification will be made for any project or projects designated by the Surgeon General as being affected by the default, as the Surgeon General may determine to be appropriate under the circumstances; and, except with regard to any project for which the application has already been approved and which is not directly affected by such default, he may withhold further certifications until there is no longer any failure to comply, or, if compliance is impossible, until the State repays or arranges for the repayment of Federal moneys which have been diverted or improperly expended.

"(b) (1) If the Surgeon General refuses to approve any application under section 625, the State agency through which the application was submitted, or if any State is dissatisfied with the Surgeon General's action under subsection (a) of this section, such State may appeal to the United States circuit court of appeals for the circuit in which such State is located. The summons and notice of appeal may be served at any place in the United States. The Surgeon General shall forthwith certify and file in the court the transcript of the proceedings and the record on which he based his action.

"(2) The findings of fact by the Surgeon General, unless substantially contrary to the weight of the evidence, shall be conclusive; but the court, for good cause shown, may remand the case to the Surgeon General to take further evidence, and the Surgeon General may thereupon make new or modified finding of fact and may modify his previous action, and shall certify to the court the transcript and record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive unless substantially contrary to the weight of the evidence.

"(3) The court shall have jurisdiction to affirm the action of the Surgeon General or to set it aside, in whole or in part. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in sections 239 and 240 of the Judicial Code, as amended.

"Federal hospital council; administration of title

"SEC. 633. (a) The Surgeon General is authorized to make such administrative regulations and perform such other functions as he finds necessary to carry out the provisions of this title. Any such regulations shall be subject to the approval of the Administrator.

"(b) In administering this title, the Surgeon General shall consult with a Federal Hospital Council consisting of the Surgeon General, who shall serve as Chairman ex officio, and eight members appointed by the Administrator. Four of the eight appointed members shall be persons who are outstanding in fields pertaining to hospital and health activities, three of whom shall be authorities

in matters relating to the operation of hospitals, and the other four members shall be appointed to represent the consumers of hospital services and shall be persons familiar with the need for hospital services in urban or rural areas. Each appointed member shall hold office for a term of 4 years, except that any member appointed to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be appointed for the remainder of such term, and the terms of office of the members first-taking office shall expire, as designated by the Administrator at the time of appointment, two at the end of the first year, two at the end of the second year, two at the end of the third year, and two at the end of the fourth year after the date of appointment. An appointed member shall not be eligible to serve continuously for more than two terms but shall be eligible for reappointment if he has not served immediately preceding his reappointment. The Council is authorized to appoint such special advisory and technical committees as may be useful in carrying out its functions. Appointed Council members and members of advisory or technical committees, while serving on business of the Council, shall receive compensation at rates fixed by the Administrator, but not exceeding \$25 per day, and shall also be entitled to receive an allowance for actual and necessary travel and subsistence expenses while so serving away from their places of residence. The Council shall meet as frequently as the Surgeon General deems necessary, but not less than once each year. Upon request by three or more members, it shall be the duty of the Surgeon General to call a meeting of the Council.

"(c) In administering the provisions of this title, the Surgeon General, with the approval of the Administrator, is authorized to utilize the services and facilities of any executive department in accordance with an agreement with the head thereof. Payment for such services and facilities shall be made in advance or by way of reimbursement, as may be agreed upon between the Administrator and the head of the executive department furnishing them.

"Conferences of State agencies

"SEC. 634. Whenever in his opinion the purposes of this title would be promoted by a conference, the Surgeon General may invite representatives of as many State agencies, designated in accordance with section 612 (a) (1) or section 623 (a) (1), to confer as he deems necessary or proper. Upon the application of five or more of such State agencies, it shall be the duty of the Surgeon General to call a conference of representatives of all State agencies joining in the request. A conference of the representatives of all such State agencies shall be called annually by the Surgeon General.

"State control of operations

"SEC. 635. Except as otherwise specifically provided, nothing in this title shall be construed as conferring on any Federal officer or employee the right to exercise any supervision or control over the administration, personnel, maintenance, or operation of any hospital with respect to which any funds have been or may be expended under this title."

SEC. 3. Paragraph (2) of section 208 (b) of the Public Health Service Act, as amended, is amended by inserting "(A)" before the words "to assist"; by striking out the word "paragraph" and inserting in lieu thereof the word "clause"; and by striking out the period at the end of such paragraph and inserting in lieu thereof a comma and the following: "and (B) to assist in carrying out the purposes of title VI of this act, but not more than 20 such officers appointed pursuant to this clause shall hold office at the same time."

Sec. 4. Section 1 of the Public Health Service Act is amended to read:

"SECTION 1. Titles I to VI, inclusive, of this act may be cited as the 'Public Health Service Act'."

SEC. 5. The act of July 1, 1944 (58 Stat. 682), is hereby further amended by changing the number of title VI to title VII and by changing the numbers of sections 601 to 612, inclusive, and references thereto, to sections 701 to 712, respectively.

Mr. HILL. Mr. President, I move that the Senate disagree to the amendment of the House, ask a conference with the House on the disagreeing votes of the two Houses thereon, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the President pro tempore appointed Mr. HILL, Mr. TUNNELL, Mr. THOMAS of Utah, Mr. LA FOLLETTE, and Mr. TAFT conferees on the part of the Senate.

DEVELOPMENT OF VOCATIONAL EDUCATION IN THE STATES AND TERRITORIES

The PRESIDENT pro tempore laid before the Senate the amendments of the House of Representatives to the bill (S. 619) to amend the act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories, which were, on page 2, line 7, after "which" to insert "said"; on page 2, line 20, after "supervision", insert "by the vocational agriculture teachers"; on page 3, strike out lines 15 to 19, inclusive; on page 3, line 20, strike out "(5)" and insert "(4)"; on page 4, line 2, strike out "(5)" and insert "(4)"; on page 4, lines 22 and 23, strike out "each for vocational guidance and" and insert "for"; on page 5, line 7, strike out "50" and insert "100"; on page 5, line 8, strike out all after "3" down to and including "made" in line 13; on page 6, lines 9 and 10, strike out "as a teacher and supervisor"; on page 8, strike out lines 9 to 15, inclusive; and on page 8, line 16, strike out "(c)" and insert "(b)".

Mr. GEORGE. Mr. President, only two substantial amendments have been made to the bill, one striking out the appropriation of \$1,500,000 for vocational guidance, and the other requiring matching by the States or local communities on a 50-50 basis. The other amendments are technical. I therefore move that the Senate concur in the amendments of the House.

The motion was agreed to.

AMENDMENT OF INTERSTATE COMMERCE ACT WITH RESPECT TO AGREEMENTS BETWEEN CARRIERS

The Senate resumed the consideration of the motion of Mr. REED to proceed to the consideration of the bill (H. R. 2536) to amend the Interstate Commerce Act, with respect to certain agreements between carriers.

Mr. REED. Mr. President, the motion before the Senate involves a bill which has to do with certain agreements between carriers, particularly railroad carriers. It is known as the Bulwinkle bill. I think that title gives it a quicker identity than the title of the bill itself.

When we buy a coat, a suit of clothes, or a new automobile we dicker with the seller over the price. When we ship

something over a railroad we cannot do so. A shipper may not lawfully pay to a railroad, and a railroad may not lawfully collect, charges for any services unless the charges are included in a published tariff.

To give the Senate an idea of the complexity and extent of the question of rate tariffs, it may be said that in a report covering the year 1935, the Interstate Commerce Commission had filed with it approximately 500,000 tariffs, and in the years from 1933 to approximately 3 years ago the Interstate Commerce Commission had filed with it an average of from 89,000 to 124,000 tariff changes every year. That gives an idea of the enormous spread of the work of printing and publishing and filing tariffs.

One hundred years ago the railroad business was more limited than it is now, and the railroad lines were shorter. There were more railroads in number, but the total mileage was not so great as now. Each railroad started out to publish its own tariffs. But as the business of the country grew, as the railroad mileage expanded, as the commerce increased, the system of having each railroad publish its own tariffs was superseded very largely, through the years, by a system of employing publishing agents, of setting up committees and bureaus and rate associations, through which the numerous tariff changes could be made known and could be legally and lawfully filed, so as to make the charges lawful.

There are approximately 30 rate bureaus and rate publishing agents throughout the country, and virtually all the tariffs, although not entirely all, are made through those bureaus. Those bureaus invariably have dockets, hold public hearings, and give the shippers a chance to be heard as to published changes. Then, after the action is decided upon, they file with the Interstate Commerce Commission the rates which are agreed upon. But even then, Mr. President, no common carrier can collect a single dollar or, for that matter, a single cent until the rate which has been published and filed has received the sanction of the Interstate Commerce Commission.

If there were only one railroad in the United States, this bill would be unnecessary. There happens to be 131 class I railroads. A class I railroad is a railroad whose gross revenue exceeds \$1,000,000 a year. There are 131 of them. There are about 50 important railroads in the country. In order to carry out the obligation imposed upon them, they must hold conferences. They must deal with each other.

The American Telephone & Telegraph Co. does not have to do that, insofar as it is concerned, because it comes as near to being a complete monopoly as there is in this country. All it has to do, if it wishes to change its practices or its rates, is to talk with itself, and then file the rates with the Federal Communications Commission. But not so with the railroads; and we lay on the railroads the injunction which is contained in the Transportation Act itself. The bureaus and associations to which I have adverted are only a method of coordinating the obligation that is devolved by the

Transportation Act upon the common carriers.

The question then fairly arises, why is this bill here? The rate bureaus have had a growth and an expansion of their practices consistent with the growth of commerce and the growth of the amount of railroad business handled. About 1900, at the turn of the century, a case was brought in which it was charged that the rate bureaus, in particular the Transcontinental Rate Bureau, were operating in violation of the antitrust laws. I think the courts did find some basis for that charge. As I recall, that case was not pushed to a complete finality. But at that time the Interstate Commerce Commission could only find a rate unreasonable; it did not have the power, which it now has, to find a maximum rate, a minimum rate, a maximum and a minimum, and to prescribe rates to be charged in lieu of the rates found to be unreasonable or discriminatory. At the present time the Interstate Commerce Commission has complete power to do those things.

Since 1900, and up to 1942, no question, so far as I know, was ever raised that these rate bureaus and conferences between railroads were in any way in conflict with the Sherman Antitrust Act.

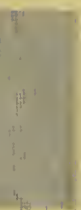
The reason this bill is here is that in 1942 an investigation was begun by the Department of Justice of certain rate bureaus in Chicago, involving, as I recall, both rail and water carrier rate bureaus. I think that investigation began in 1941. A grand jury proceeding was commenced in 1942. That grand jury proceeding was discontinued only upon the insistence of the late Joseph B. Eastman, who then was Coordinator of Transportation, and also upon the insistence of the Interstate Commerce Commission, the War Department, the Navy Department, and other Government agencies. They stated, and correctly so, that if that proceeding were continued the rate-making process would be demoralized and transportation in this country would fall into chaos. So that proceeding was discontinued, or at least suspended.

In 1943 a bill to regulate rate bureaus was introduced by the chairman of the Senate Interstate Commerce Committee (Mr. WHEELER). That bill was written in the Department of Justice. I mention that only to show that even the Department of Justice concedes that there is a field in which these bureaus can operate and not be in conflict with the antitrust laws.

Mr. President, I am making this preliminary statement only for the information of the Senate, so that there will be some understanding of the general outline of this question.

Extensive hearings were held on the bill introduced by the Senator from Montana and then it was dropped. Nothing was done with it. Later, this question came up in other forms.

The shippers of the country universally desire this bill to be passed and they are supporting it. In my long years of contact with transportation questions, I have never known of a single instance in which any legislative proposal has had the universal support from the shippers and the shipping public which this bill



[PUBLIC LAW 586—79TH CONGRESS]

[CHAPTER 725—2D SESSION]

[S. 619]

AN ACT

To amend the Act of June 8, 1936, relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act approved June 8, 1936, entitled "An Act to provide for the further development of vocational education in the several States and Territories" (49 Stat. 1488, ch. 541), is amended to read as follows:

"SHORT TITLE

"SECTION 1. This Act may be cited as the 'Vocational Education Act of 1946.'

"DEFINITIONS

"SEC. 2. As used in this Act—

"(1) the term 'States and Territories' means the several States, the Territories of Alaska and Hawaii, the island of Puerto Rico, and the District of Columbia;

"(2) the terms 'State plan' and 'State board' shall have the meaning which said terms have in the Smith-Hughes Vocational Education Act; and

"(3) the term 'Smith-Hughes Vocational Education Act' means the Act approved February 23, 1917 (39 Stat. 929, ch. 114).

"AUTHORIZATION FOR APPROPRIATIONS FOR VOCATIONAL EDUCATION

"SEC. 3. (a) For the purpose of assisting the several States and Territories in the further development of vocational education, there is authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter—

"(1) \$10,000,000 for vocational education in agriculture, including supervision by the vocational agriculture teachers of the activities, related to vocational education in agriculture, of the Future Farmers of America and the New Farmers of America, to be apportioned for expenditure in the several States and Territories in the proportion that their farm population bears to the total farm population of the States and Territories, according to the last preceding United States census;

"(2) \$8,000,000 for vocational education in home economics, to be apportioned for expenditure in the several States and Territories in the proportion that their rural population bears to the total rural population of the States and Territories, according to the last preceding United States census;

"(3) \$8,000,000 for vocational education in trades and industry, to be apportioned for expenditure in the several States and Territories in the proportion that their nonfarm population bears to the total nonfarm population of the States and Territories, according to the last preceding United States census;

"(4) \$2,500,000 for vocational education in distributive occupations, to be apportioned for expenditure in the several States and Territories in the proportion that their total population bears to the total population of the States and Territories, according to the last preceding United States census;

"(b) The funds appropriated under authority of paragraphs (1) to (4), inclusive, of subsection (a) of this section may be used for assisting the several States and Territories, for the purposes therein specified, in the maintenance of adequate programs of administration, supervision, and teacher-training; for salaries and necessary travel expenses of teachers, teacher-trainers, vocational counselors, supervisors and directors of vocational education and vocational guidance; for securing necessary educational information and data as a basis for the proper development of programs of vocational education and vocational guidance; for training and work-experience training programs for out-of-school youths; for training programs for apprentices; for purchase or rent of equipment and supplies for vocational instruction: *Provided*, That all expenditures for the purposes as set forth in this section shall be made in accordance with the State plan for vocational education.

"(c) Notwithstanding the provisions of subsection (a), the amount to be available for expenditure in any State or Territory shall be not less, for any fiscal year, than \$40,000 each for vocational education in agriculture, in home economics, and in trades and industry; \$15,000 for vocational education in distributive occupations and there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter, such additional sums as may be needed for the purpose of providing such minimum amounts.

"REQUIREMENTS AS TO MATCHING OF FUNDS

"SEC. 4. The several States and Territories, in order to receive the benefits of this Act, shall be required to match by State and local funds or both 100 per centum of the appropriations made under authority of section 3.

"MAKING OF PAYMENTS

"SEC. 5. The Secretary of the Treasury, through the Fiscal Service of the Treasury Department, shall, upon the certification of the United States Commissioner of Education, pay, in equal semiannual payments, on the first day of July and January of each year, to the custodian for vocational education of each State and Territory designated in the Smith-Hughes Vocational Education Act, the moneys to which the State or Territory is entitled under the provisions of this Act.

"AVAILABILITY OF FUNDS FOR SALARY AND EXPENSES OF STATE DIRECTORS

"SEC. 6. Funds appropriated under authority of section 3 shall be available, on a prorated basis determined by the State board, for

the salary and necessary travel expenses of a State director of vocational education selected by the State board, in accordance with the requirements of the State plan, on the basis of his technical and professional qualifications including experience in vocational education.

"APPLICABILITY OF SMITH-HUGHES VOCATIONAL EDUCATION ACT

"SEC. 7. The appropriations made under authority of this Act shall be in addition to, and shall be subject to the same conditions and limitations as, the appropriations made to carry out the Smith-Hughes Vocational Education Act; except that (1) the appropriations made under authority of this Act for home economics shall be subject to the conditions and limitations applicable to the appropriation for agricultural purposes under the Smith-Hughes Vocational Education Act, with the exception of that part of section 10 thereof which requires directed or supervised practice for at least six months per year; (2) such moneys as are provided under authority of this Act for trade and industrial subjects, and public and other service occupations, may be expended for part-time classes operated for less than one hundred and forty-four hours per year; (3) the provisions of section 11 of the Smith-Hughes Vocational Education Act, requiring at least one-third of the sum appropriated to any State to be expended for part-time schools or classes shall be held to include any part-time day-school classes for workers sixteen years of age and over, and evening-school classes for workers sixteen years of age and over; (4) the appropriations made by this Act for distributive occupational subjects shall be limited to part-time and evening schools as provided in the Smith-Hughes Vocational Education Act, for trade, home economics, and industrial subjects and is qualified by the provisions of this section; (5) preemployment schools and classes organized for persons over eighteen years of age or who have left the full-time school may be operated for less than nine months per year and less than thirty hours per week and without the requirement that a minimum of 50 per centum of the time must be given to shop work on a useful or productive basis; and (6) the appropriations available under section 9 of this Act shall be available for expenses of attendance at meetings of educational associations and other organizations and for expenses of conferees called to meet in the District of Columbia or elsewhere, which, in the opinion of the Commissioner, are necessary for the efficient discharge of the provisions of this Act.

"RESTRICTIONS AND CONDITIONS

"SEC. 8. (a) No part of the appropriations made under authority of this Act shall be expended in industrial-plant training programs, except such industrial-plant training be bona fide vocational training, and not a device to utilize the services of vocational trainees for private profit.

"(b) After June 30, 1951; not more than 10 per centum of the amount appropriated for each of the purposes specified in section 3 (a) shall be used for the purchase or acquisition of equipment.

"APPROPRIATIONS FOR OFFICE OF EDUCATION

"SEC. 9. For the purpose of carrying out the provisions of this Act there is hereby authorized to be appropriated to the Office of Educa-

tion, Federal Security Agency, for vocational education, for the fiscal year beginning July 1, 1937, and annually thereafter the sum of \$350,000, to be expended for the same purposes and in the same manner as provided in section 7 of the Smith-Hughes Vocational Education Act, as amended October 6, 1917."

Approved August 1, 1946.

